

Docket Item #7A-C, 8A-C and 9

CDD#21: Rezoning #2012-00002; Coordinated Development District #2012-00003; Text Amendment #2012-00007

CDD #22: Rezoning #2012-00005; Coordinated Development District #2012-00005; Text Amendment #2012-00008

Text Amendment #2012-00010

Adoption of Beauregard Urban Design Standards and Guidelines

Application	General Data	
Project Name: Beauregard CDD #21 and CDD #22	PC Hearing:	April 2, 2013
	CC Hearing:	April 13, 2013
	If approved, CDD Expiration:	April 13, 2038 (25 years)
	Plan Acreage:	196 acres (approximate)
Location: <u>Beauregard CDD #21 - Beauregard Corridor:</u> 5066, 5105, 5106, 5115, 5118, 5121, 5129 Fairbanks Avenue; 2638, 2641, 2648, 2658, 2627, 2623, 2618 Foster Avenue; 5055, 5165, 5173, 5183 Seminary Road; 5501, 5600, 5711, 5900A Sanger Avenue; 5650 Rayburn Avenue; 1250, 1350, 1460, 1500, 1600, 1700, 1800, 1900, 2000 North Beauregard Street <u>Beauregard CDD #22 - Seminary Overlook:</u> 4800 and 4801 Kenmore Avenue	Zone:	Existing: CDD#4, RA, RC and R-12 Proposed: CDD#21, CDD #22
	Proposed Use:	Mixed-Use
	Dwelling Units:	6536
	Gross Floor Area:	Existing: 5.5 million sq. ft. Existing to Remain: 2.8 million sq. ft. (approximate) Proposed: 9.6 million sq. ft. Total: 12.4 million sq. ft.
Applicants: The JBG Companies; Hekemian & Co. Inc.; Duke Realty; Southern Towers, LLC; and Home Properties LLC. Attorneys: M. Catharine Puskar, Walsh, Colucci, Lubeley, Emrich & Walsh; Kenneth Wire, McGuire Woods LLP.	Small Area Plan:	Beauregard
	Historic District:	Not Applicable
	Green Building:	Compliance with City's Green Building Policy and LEED for Neighborhood Development

Applications

1. Text Amendments (TA #2012-00007, TA #2012-00008) to include CDD #21 and CDD #22 in Section 5-602(A) – CDD Table in the Zoning Ordinance.

2. Rezoning of land (REZ#2012-00002, REZ#2012-00005) within the Beauregard Small Area Plan to create two separate Coordinated Development Districts (CDD #21 and CDD #22).
3. Approval of two Coordinated Development District Concept Plans (CDD#2012-00003 and CDD#2012-00005).
4. The adoption of Beauregard Urban Design Standards and Guidelines for CDD #21 and CDD #22.
5. Text Amendment (TA #2012-00010) to establish the Beauregard Urban Design Advisory Group.

Staff Recommendation: APPROVAL WITH CONDITIONS

Staff: Jeffrey Farner, Deputy Director; Amy Friedlander, Urban Planner I

PLANNING COMMISSION ACTION, APRIL 2, 2013:

On a motion by Commissioner Hyra, seconded by Commissioner Wagner, the Planning Commission adopted an advisory resolution to City Council regarding the City's support of affordable housing in the areas encompassed by CDD #21 and CDD #22. The motion passed on a vote of 7-0.

On a motion by Commissioner Wagner, seconded by Vice Chair Dunn, the Planning Commission voted to initiate Text Amendment #2012-0007. The motion passed on a vote of 7-0. On a motion by Commissioner Wagner, seconded by Vice Chair Dunn, the Planning Commission voted to recommend approval of Text Amendment #2012-0007, Rezoning #2012-0002 and CDD Concept Plan #2012-0003 and the Beauregard Urban Design Standards and Guidelines subject to compliance with all applicable codes, ordinances, and staff recommendations with amendments to CDD #21 conditions 18c, 20b, 23a, 56, 100, 114, 118b. The motion passed on a vote of 7-0.

On a motion by Commissioner Wagner, seconded by Vice Chair Dunn, the Planning Commission voted to initiate Text Amendment #2012-0008. The motion passed on a vote of 7-0. On a motion by Commissioner Wagner, seconded by Vice Chair Dunn, the Planning Commission voted to recommend approval of Text Amendment #2012-0008, Rezoning #2012-0005 and CDD Concept Plan #2012-0005 and the Beauregard Urban Design Standards and Guidelines subject to compliance with all applicable codes, ordinances, and staff recommendations with amendments to the staff report and CDD #22 conditions 23, 30 and 45.

The motion passed on a vote of 7-0.

Beauregard Design Advisory Committee:

On a motion by Commissioner Wagner, seconded by Vice Chair Dunn, the Planning Commission voted to initiate Text Amendment #2012-0010. The motion passed on a vote of 7-0. On a motion by Commissioner Wagner, seconded by Vice Chair Dunn, the Planning Commission voted to recommend approval of Text Amendment #2012-0010. The motion passed on a vote of 7-0.

Reason: The Planning Commission found the proposed applications to be generally consistent with the Beauregard Small Area Plan, subject to the conditions as amended.

Speakers:

Veronica Calzada – Resident, expressed concern about what is happening to the community in Beauregard and asked that the commission consider the rights of the children to have a dignified childhood and not be displaced by increasing rents.

Victoria Menjivar – Resident, spoke in favor of the Plan but expressed concern that it needed more work. Asked which buildings in Seminary Hills are to be demolished first and that Polk Elementary be given preference in addition to the other schools in the area for those being displaced.

Alex Santiago – Resident, asked Planning Commission to delay the rezoning until the City finds ways to provide more than 800 new affordable housing units and provide the units sooner.

Edwin Pineda – Resident, concerned that the community is being displaced and that children will have to be relocated to different schools. Asked that more than the 800 new affordable units be provided.

Francisco – Resident, expressed concern that rising rents and the redevelopment will displace the middle class people in the area and that people will have to relocate to new jobs and schools.

Bryan – Resident, expressed concern that if displaced, a new learning environment would be difficult to adjust to and uncomfortable.

John Carlos – Resident, asked that there be no rezoning until parents' rent is lowered to 2010 levels and 2500 affordable units are provided.

Oscar Medina – Resident, spoke in favor of the plan but asked for improvements including increasing the number of new affordable units, standardizing rents, and providing units sooner.

Hector Pineda – Beauregard Tenant and Workers United representative, resident, requested that the number of new affordable units be increased, establishment of standardized rents and utility costs for Beauregard, and for the new affordable units to be provided as soon as possible.

Ron Sturman – Seminary Heights Board secretary, requested that Planning Commission approve the language regarding the Parallel Road condition as proposed in their letter.

Roger Sullivan – Resident, spoke in favor of the proposed language on the Parallel Road from Seminary Heights, called out the specific discussion of the buffer and the added word "screening," agrees with staff on the addition. Also endorses condition #109 of CDD #21 regarding the trail in Upland Park.

Katharine Dixon – Affordable Housing Advisory Committee (AHAC) member, resident, spoke in support of the proposal, explained that AHAC has worked on the plan for over a year and for

months on the proposed distribution of new affordable units recommendation and reiterated that this proposal also includes a robust relocation plan.

Carolyn Griglione – Beauregard Rezoning Advisory Group (BRAG) member, resident, spoke in support of the proposal and explained BRAG’s role and tasks in the implementation of the rezoning. Explained that the members of the BRAG had spent months working to make sure the Plan was implemented and asked Planning Commission to recommend approval.

Kevin Posey – BRAG member, Transportation Commission member, resident, read statement on behalf of David Baker, chair of BRAG. David Baker’s statement, in support of the proposal, reiterated that this proposal includes many of the things that residents of the West End have been asking for, including transportation improvements, trails, fire station, and an improved street network, in addition to the largest single commitment to affordable housing in the City’s history. Speaking on his own behalf and as a member of the Transportation Commission, expressed that as the City approaches the final design phase of the various improvements, the city must remain vigilant to guarantee a positive outcome for all modes, especially pedestrians and bicyclists.

Rebecca Hierholzer – Resident, spoke in favor of the proposed change to condition #100 in CDD #21 and invited Planning Commission to strengthen the language where they may see fit.

Peter Benevage – Representing Shirley Gardens, resident, spoke in support of the proposal as the amenities proposed are needed now and endorsed former Vice Mayor Donley’s letter of support.

Jack Sullivan – Resident, expressed concern about the upcoming redevelopment at Seminary Hills and urged the City to monitor the redevelopment closely. Suggested a moderate monthly subsidy for residents to relocate and that if transportation elements or other improvements were not used that the developer contributions should be allocated to acquire more subsidized housing units.

Annabelle Fisher – Resident, expressed concern about the impacts adjacent to the proposed Ellipse including number of traffic lights, merging, and emergency response. Asked that any new transportation improvements should be integrated into the regional network to ensure coordinated transportation and accommodate regional transit plans.

Danielle Fidler – Resident, expressed concern about the environmental impacts of the redevelopment, explained that the sustainability measures in the Small Area Plan were supported by the Environmental Policy Committee but that they were missing or broken apart in the CDD and Design Standards. The Small Area Plan recommended that developers would be required to abide by a more stringent standard, and requested that this be addressed in the conditions.

Jerry King – Bicycle and Pedestrian Advisory Committee (BPAC) chair, resident, Agreed with the intent of the proposed changes to the language regarding the Parallel Road in the Adams Neighborhood, but proposed including language to ensure the area would be serviced by bicycle and pedestrian facilities.

Jonathan Krall – BPAC secretary, resident, echoed prior speaker regarding proposed bicycle and pedestrian facilities language for the Adams Neighborhood.

David Kaplan – Representative for Coalition for Smarter Growth, spoke in favor of the proposal, mentioned CSG’s support of the Small Area Plan and believes that the proposal is consistent the goal of the city to located mixed-use development near transit.

Vallana Pratt – Resident, spoke in favor of the proposal but requested improvements to the affordable housing component and echoed earlier concerns regarding the issue. Also expressed concern about environmental and sustainability measures for open spaces, requested compliance with the Chesapeake Bay Act including no net increase in impervious surfaces and make sure that storm water retention and treatment is in compliance.

Mike Caison – Resident, AHAC chair, BRAG member, spoke in support of the proposal, echoed fellow AHAC member Karen Dixon’s comments, and emphasized the need for continued commitment of the city and community to ensure the implementation of the plan.

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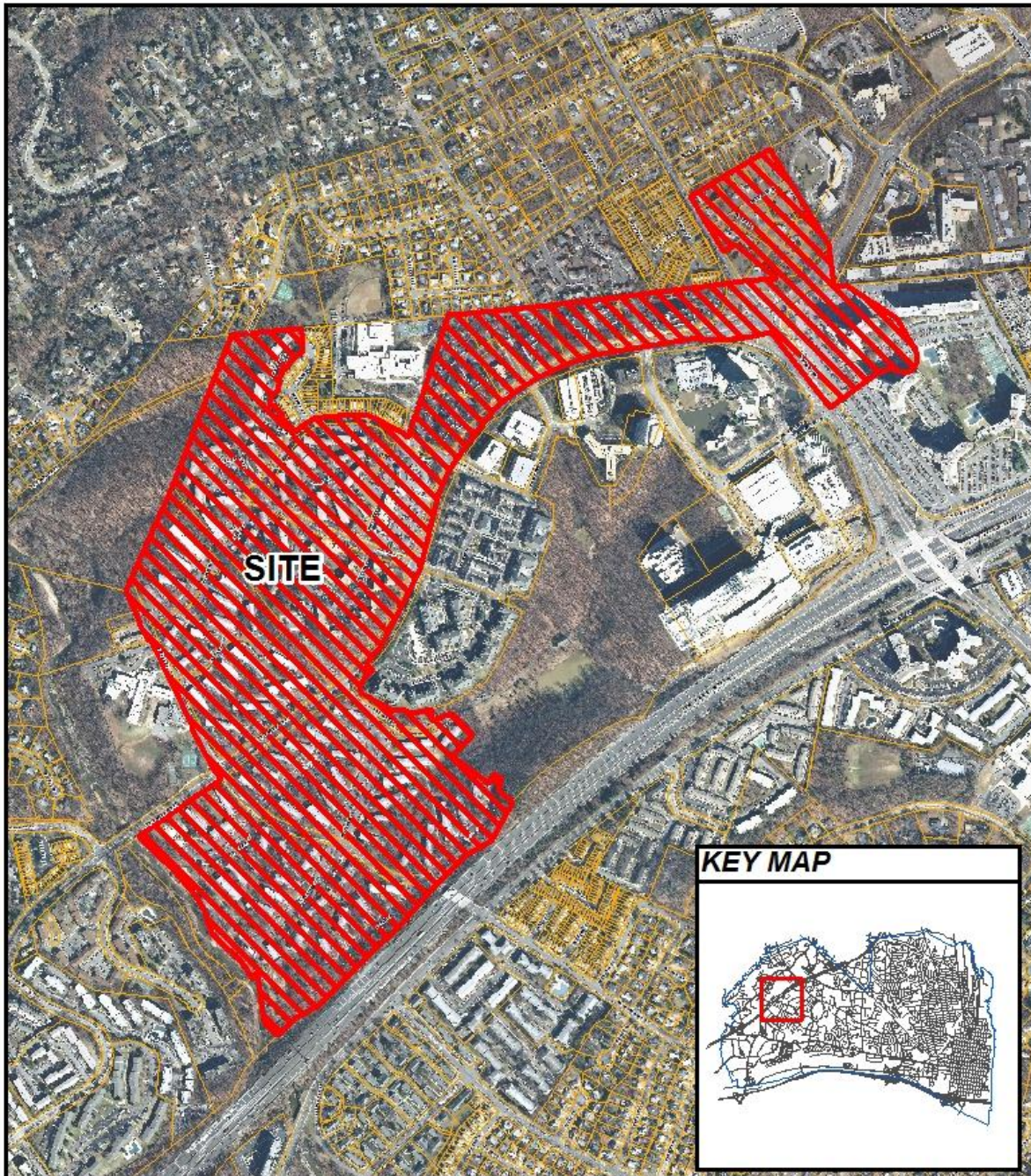
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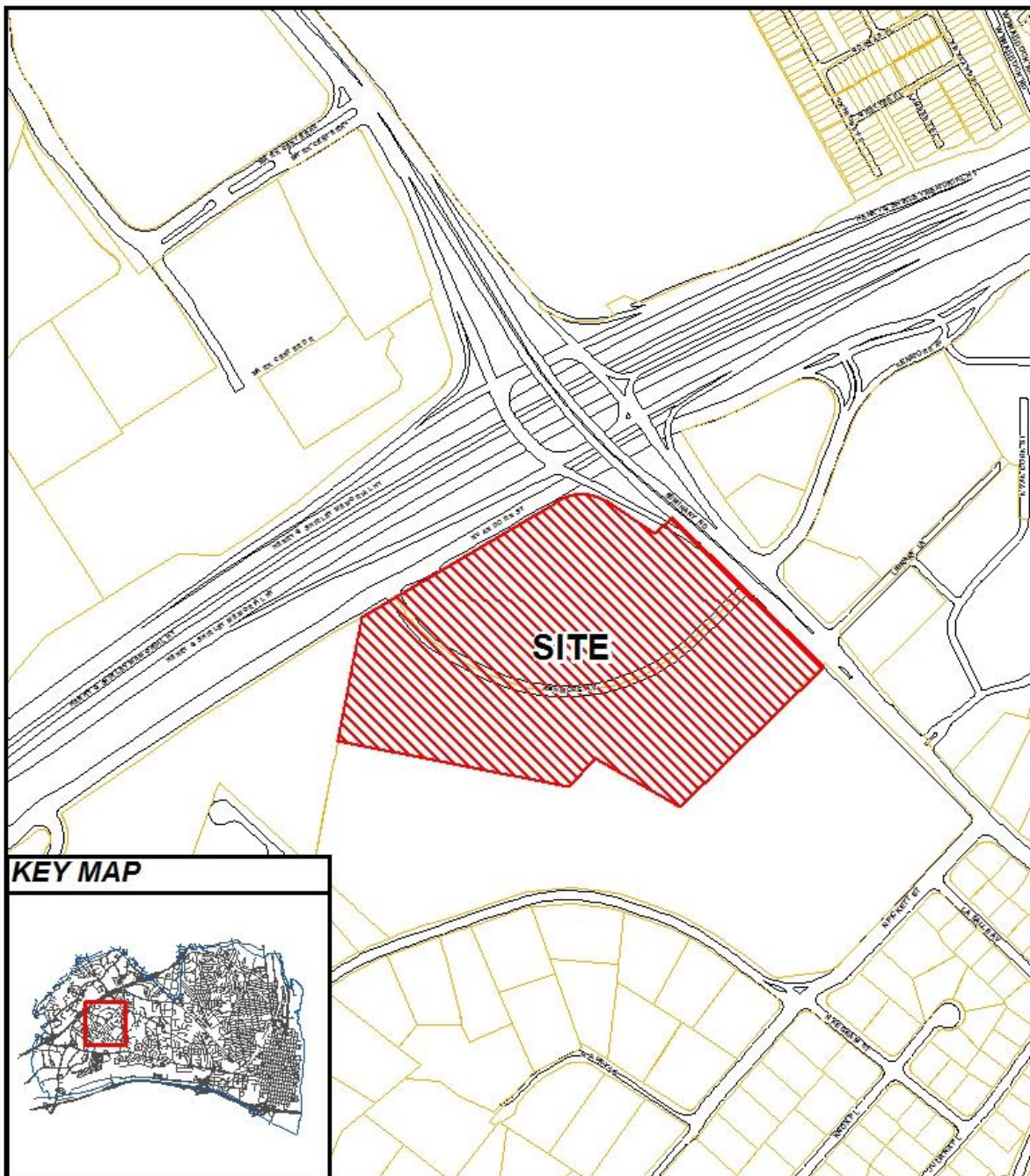
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TA #2012-0007
REZ #2012-0002
CDD Concept Plan #2012-0003
CDD #21

4/2/2013





KEY MAP



TA #2012-0008
REZ #2012-0005
CDD Concept Plan #2012-0005
CDD #22

4/2/2013



I. SUMMARY

A. *Recommendation*

Staff recommends **approval** of the proposed map amendments (rezonings) to establish Coordinated Development District CDD #21 and Coordinated Development District CDD #22 and all associated applications and necessary approvals subject to compliance with the Beauregard Urban Design Standards and Guidelines, and the recommended Coordinated Development District (CDD) conditions. Both of the CDDs are generally consistent with the intent of the Beauregard Small Area Plan (BSAP), and enable implementation of the BSAP as recently adopted by Planning Commission and City Council.

B. *Overview – Beauregard Small Area Plan*

City Council adopted the Beauregard Small Area Plan (BSAP), on June 16, 2012. During the planning process, the BSAP evaluated a larger area than is part of these rezonings. The area planned for redevelopment consists of approximately 196 acres (*Figure 1*).

The BSAP provides a vision for the planned redevelopment areas (*Figure 2*) by:

- Integrating transit, land use, and urban design.
- Creating seven distinct neighborhoods.
- Encouraging diversity of uses and housing.
- Integrating urban ecology and sustainability.
- Providing an interconnected open space network.
- Ensuring compatibility with the existing neighborhoods.
- Encouraging economic sustainability.

It is anticipated to take 20-30 years to implement the BSAP and the proposed CDD zoning, similar to other large scale small area plans and CDDs within the City.

C. *Proposed Rezoning(s) and Associated Applications*

The Applicant(s), consisting of five different developers (*Figure 1*), are requesting approval of the following:

- Rezoning to create two separate Coordinated Development Districts CDD #21 and CDD #22; (REZ#2012-00002, REZ#2012-00005)
- Adoption of two Coordinated Development District Conceptual Design Plans (CDD#2012-00003 and CDD#2012-00005) and;
- Adoption of the Beauregard Urban Design Standards and Guidelines for CDD #21 and CDD #22.

Concurrent with these applications, two Text Amendments (TA#2012-00007 and TA#2012-00008) are needed to amend Section 5-600 of the Zoning Ordinance to establish the two

proposed CDD zones. An additional Text Amendment (TA#2012-00010) will establish a Beauregard Design Advisory Committee to review future development applications for compliance with the *Beauregard Urban Design Standards and Guidelines*, similar to other areas such as Eisenhower East and Potomac Yard.

D. Overview of Proposed Staff Recommendations

The proposed rezonings and associated applications require a complex series of recommendations to implement. Below is a summary of some of the proposed recommendations:

Applicability

All current and future landowners are subject to the CDD requirements and conditions.

Enforcement

If CDD requirements are not implemented for required improvements for the Ellipse and Transitway, approvals may be withheld for individual neighborhoods or all neighborhoods.

Validity

The CDD Concept Plan will be valid for 25 years, until 2038, similar to other CDD approvals.

Developer Contributions

- Each Applicant(s) within CDD #21 and CDD #22 is required to contribute a Developer Contribution per square foot of New Development. The average Developer Contribution rate would be \$13.16 per square foot, with the contribution rate ranging from \$11.95 to \$13.80 per square foot depending on the neighborhood. The anticipated total Developer Contribution is projected to be approximately \$126.3 million (2013 dollars). Coupled with the in-kind donation of right-of-way and fire station property, valued at \$33.8 million in 2013 dollars, the total current value of Developer Contributions is \$160.2 million in 2013 dollars.
- The Developer Contributions will go into a dedicated fund which will then be used by the City to construct the Transitway, Ellipse, fire station, enhanced landscaping, multi-purpose field, and provide the affordable housing. All other required CDD conditions and other requirements as part of the DSUP process will be funded, designed and constructed by the Applicant(s). The final allocation of the Developer Contributions will be determined by City Council as part of the DSUP process. Some of the infrastructure, including the Ellipse and Transitway, are required to be constructed at trigger points based on the amount of New Development.

Dedications-Easements

- Within 90 days of written request by the City, the Applicant(s) are required to provide the following:
 - Interim right-of-way for the Transitway on North Beauregard Street.
 - Access agreements with Southern Towers for street and transit connections.
 - Dedication of land for the fire station.

Transportation Infrastructure

- An Infrastructure Phasing Plan is required to be submitted as part of the DSUP process. This plan will describe the sequencing of infrastructure coordination within each neighborhood, similar to what has been done in other large CDDs in the City, such as Potomac Yard.
- The Transitway is required to be operational at 1,500,000 square feet of New Development.
- The Ellipse is required to be constructed and operational at 2,400,000 square feet of Net New Development.
- The Parallel Road in the Adams Neighborhood is to be examined at the time of the first DSUP in that neighborhood, subject to the CDD conditions.

Beauregard Urban Design Standards and Guidelines

- The Beauregard Urban Design Standards and Guidelines apply to CDD #21 and CDD #22 and expand on the urban design criteria established in the BSAP and contain requirements for the streets, building form and design, retail, parking, open space, and other associated design requirements.
- A Beauregard Design Advisory Committee will be established by the City to oversee implementation of the Design Standards as part of the DSUP process.

Parking

- Maximum parking ratios and shared parking are required. The amount of parking is based on the availability of transit.
- Each block is required to provide a minimum of one level of below grade parking. Some blocks are required to provide all parking below grade.

Land Uses

- A mix of uses (including office, residential, retail, and hotel) are proposed within CDD #21; greater density and mixed uses are located adjacent to the proposed transit stops. CDD #22 is primarily a residential neighborhood.
- Each neighborhood (*Figure 3*) has distinct land use requirements:

- Neighborhood-specific principal land uses;
- Public open space, consistent with the BSAP. Additional open space is also required for each neighborhood;
- Maximum and minimum building heights;
- Permitted residential building types (townhouse and multifamily);
- Required and Optional Retail; and
- Potential transfer and conversion of land uses within CDD #21.

Open Space

- All of the 41.94 acres of public open space shown in the BSAP (*Figure 4*) will be provided. There will be 1.75 acres of City-owned open space provided within the Ellipse, bringing the total amount of open space to 43.69 acres, as reflected in the BSAP. Additionally, the Applicant(s) are required to provide a minimum of 15-20% of additional ground level and roof-top open space, beyond the public open space within each neighborhood.
- The Applicant(s) are required to provide 40% tree canopy within the BSAP area or off-site as part of the DSUP process.

Storm Water Management and Environmental Sustainability

- A comprehensive Stormwater Master Plan and Sustainability Plan will be required for each neighborhood.
- The neighborhoods within the Plan area are required to pursue LEED for Neighborhood Development (LEED-ND) and/or compliance with the City's Green Building Policy.

Affordable Housing

- Provides approximately \$51,736,976 in Developer Contributions, which will enable 800 affordable dwelling units.
- Existing tenants will be given priority when relocating to new affordable units. Assistance will also be given to ensure transitions between homes.
- Includes opportunities for the City to subsidize additional units in the future should funds become available.
- Recommendations require the affordable units to be dispersed throughout the Plan area.

Community Outreach – Process – Implementation

- Various groups, stakeholders and community groups have been involved throughout the four-year BSAP planning and implementation process.
- After the BSAP approval, City Council established the Beauregard Rezoning Advisory Group to “*Provide recommendations to City staff on the Beauregard rezoning(s) to ensure consistency with the Beauregard Small Area Plan (excluding affordable housing).*”
- The Affordable Housing Advisory Committee (AHAC) was directed by City Council to “*provide recommendations related to the provision of affordable housing, [which] will*

take into account the results of the tenant survey and the funding recommendations of the [BSAP].”

- Each group met publicly to address their tasks over the past 8 months and wrote letters supporting the proposed rezonings and associated applications and housing recommendations, subject to each group’s recommendations (*Community Recommendations A-B*)

II. ZONING

A. *Existing Zoning*

The existing zoning (*Figure 5*) includes four different Zone District classifications: Coordinated Development District #4 (the Winkler Tract); RA/Multifamily Zone, RC/High Density Apartment Zone and the R-12/Single Family Zone District. The purpose of the CDD zone is to encourage coordination among multiple property owners of larger sites and to ensure high quality redevelopment consistent with the subject small area plan. The existing CDD within the BSAP, CDD #4 (Winkler Tract), was one of the first CDDs in the City.

The BSAP recommends new CDD zoning for the designated redevelopment sites (*Figure 1*) and does not recommend rezoning the remainder of the area within the BSAP. The properties designated for redevelopment contain approximately 5.6 million square feet of existing development. Although the existing zoning permits approximately 10 million square feet of development within the redevelopment sites, there are limited standards and/or design requirements in place for elements such as streets, open space, phasing of infrastructure, etc., all of which addressed by the recommended conditions of the proposed rezoning(s).

B. *Proposed Coordinated Development District (CDD) Zoning*

It has been nearly two decades since the approval of the current zoning (CDD #4) within Beauregard. The land use patterns, demographics, and transportation have changed dramatically in that time. Contributing to those changes are several approved or pending plans for major redevelopment within the adjoining Arlington and Fairfax Counties, such as Bailey’s Crossroads and Columbia Pike, which will result in a change in the land uses and transportation near Beauregard (*Figure 6*).

The BSAP specifically recommends rezoning the land within the designated redevelopment areas to the Coordinated Development District (CDD) zone classification. The Applicant(s) are requesting approval of two separate CDDs (*Figure 7*). The original rezoning application proposed one CDD including all of the neighborhoods. However, at the request of staff, the Applicant(s) divided the proposal into the two separate CDDs due to the geographic barrier imposed by I-395 and the different requirements of the Seminary Overlook Neighborhood. The proposed neighborhoods west of I-395 (Greenway, Garden District, Town Center, Adams, Upland Park, and Southern Towers) will become one CDD zone (CDD #21). While CDD #21 will be large, it is important that this area be a single CDD zone to ensure coordination among the various

Applicant(s) for infrastructure, housing, and open space, etc. The proposed neighborhood east of I-395 (Seminary Overlook) will be a separate CDD zone (CDD #22). The portion of CDD #4 not included in the areas covered by the proposed CDDs #21 and #22 will remain zoned CDD #4 (*Figure 8*).

While the rezonings do increase the amount of permitted development from approximately 10 million square feet to 12.4 million square feet within the approximately 196 acres of designated redevelopment areas, they also enable the City to condition the redevelopment. These conditions include requirements such as:

- Developer Contributions of approximately \$126.3 million (2013 dollars);
- 800 units of affordable housing, including the contribution of 100 existing rental units;
- 41.94 acres of public ground-level open space (not including the 1.75 acres of City-owned open space in the Ellipse);
- Infrastructure phasing and implementation;
- Dedication of right-of-way for the Ellipse and the Transitway;
- A mix of uses, building heights and types;
- Required Retail; and
- Beauregard Design Standards and Guidelines.

The CDD zones and the Concept Plans are general and depict basic elements such as streets and open space (*Figure 9*). This level of detail, in combination with the CDD zoning conditions, is appropriate given the projected 20-30 years to implement the proposed rezonings.

After approval of the proposed CDD rezonings, Applicant(s) for all New Development within CDD #21 and CDD #22 are required to submit DSUPs, at which point the details which are not included with the CDD rezoning applications and Concept Plans will be addressed. These items, including more detailed transportation studies, building massing, setbacks, etc. will be evaluated by the City Council, Planning Commission and the community as part of this subsequent DSUP process. While there have been requests by some members of the community to include more detailed requirements as part of the proposed rezonings, staff believes the CDD Concept Plan and conditions are an appropriate level of detail at this stage in the planning and land use process.

III. COORDINATED DEVELOPMENT DISTRICTS

A. Overview – CDD Concept Plan

The CDD Concept Plan (*Figure 9*) establishes the general framework for land uses, streets and open space, and serves as the basis for future redevelopment. The CDDs contain a total of 12.4 million square feet square feet of development. This includes approximately 2.8 million square feet of existing to remain development and approximately 9.6 square feet of New Development. The Concept Plan is generally consistent with the BSAP.

B. Text Amendment to Section 5-600 of the Zoning Ordinance

Three Text Amendments to the City's Zoning Ordinance are necessary for the proposed rezonings:

1. Establish Coordinated Development District CDD #21, the Beauregard CDD;
2. Establish Coordinated Development District CDD #22, the Seminary Overlook CDD; and
3. Establish a new design advisory committee for CDD #21 and CDD#22.

These amendments will be processed by the City as TA#2012-00007, TA#2012-00008, and TA#2012-00010.

The first and second Text Amendments will add language to Section 5-600 of the Zoning Ordinance, revising the Coordinated Development Districts, to include the proposed CDD zones. The proposed zoning ordinance language for CDD #21 and CDD #22 is depicted in Table #1. The table on the following page identifies the requirements for the underlying zoning and the CDD zoning.

Table #1: Proposed Revision to Section 5-600 of the Zoning Ordinance

CDD #	CDD Name	Without a CDD Special Use Permit	With a CDD Special Use Permit		
			Maximum FAR and/or Development Levels	Maximum Height	Uses
21	Beauregard	<p>The RA zone shall apply to the existing residential portion of the Garden District, Greenway and Town Center neighborhoods. The CG zone regulations shall apply to the existing shopping center in the Town Center neighborhood. In addition to the requirements herein, in the Greenway, Garden District and Town Center neighborhoods, the following shall apply:</p> <ul style="list-style-type: none"> - The FAR of the existing development shall not increase over the existing FAR. - No building shall be constructed within 50 feet of curb of North Beauregard Street <p>The OC zone regulations shall apply to the Adams Neighborhood.</p> <p>The R-12 zone regulations shall apply to the Upland Park Neighborhood</p> <p>The RC zone regulations shall apply for the Southern Towers Neighborhood.</p> <p>The neighborhoods as referenced herein, shall be the boundaries depicted in the CDD Concept Plan.</p>	Maximum development levels shall be as depicted in the Development Summary Table in the CDD Conditions.	Maximum heights shall be as depicted in the Beauregard Urban Design Standards and Guidelines, dated March 18, 2013.	Mixed-use development to include, office, residential, retail and personal service, hotel, parks and open spaces, public buildings and community facilities.
22	Seminary Overlook	<p>The RC regulations shall apply for the portion of the property west of the existing Kenmore Avenue as configured as of the date of City Council's initial approval of CDD #22, and the RA zone regulations shall apply for the portion of the property east of Kenmore Avenue.</p>	Maximum development levels shall be as depicted in the Development Summary Table in the CDD Conditions.	Maximum heights shall be as depicted in the Beauregard Urban Design Standards and Guidelines, dated March 18, 2013.	Residential, Multifamily Residential.

Note: The requirements within the Greenway, Garden District, Town Center, and Adams neighborhoods within CDD 21 shall supersede all requirements within CDD #4.

The third Text Amendment would add language to Section 5-600 of the Zoning Ordinance establishing a design advisory committee.

Similar to Carlyle, Eisenhower East and Potomac Yard, staff is recommending establishing a Beauregard Urban Design Advisory Committee, which would be responsible for reviewing preliminary DSUP applications for compliance with the Beauregard Urban Design Standards and Guidelines and will provide recommendations to Planning Commission and City Council.

It is recommended that the Beauregard Urban Design Advisory Committee consist of a nine member committee appointed by City Council, consisting of the following:

- Four qualified professional members skilled in architecture, planning, landscape architecture and/or urban design;
- Three citizen members;
- One member representing the business community; and
- One at-large member.

IV. STAFF ANALYSIS

Large scale redevelopment within the BSAP occurred initially in the 1950s, and since that time the City's population has increased from approximately 62,000 to 140,000. It is projected that within the next 30 years, the City will add 53,000 new jobs, 43,000 new residents and 24,000 new housing units. While these projections may be high, it is clear that over the long-term the region and the city will continue to grow. The BSAP makes recommendations to create a framework to manage the growth sustainably, consistent with the City's goals, policies, and existing neighborhoods, and the proposed CDD zoning provides the plans and requirements to implement that framework. The proposed CDD zoning(s) and Concept Plan(s) concentrates density near the planned transit stops, provides a mix of uses within the neighborhoods, and establishes parameters and a timeframe for implementation of the infrastructure improvements. The CDD zoning also creates a process to provide approximately \$126.3 million in Developer Contributions to fund the implementation of the BSAP.

A. *Developer Contributions*

A fundamental component of the BSAP is the provision of developer contributions to implement the public benefits listed in the BSAP.

Table 2: Public Benefits
 All figures are in 2013 dollars.

Ellipse	\$28,227,046
Transitway for BRT	\$23,535,000
Other Transportation Improvements	\$524,673
Transportation Subtotal	\$52,286,719
Fire Station Facility #211	\$9,681,802
North Beauregard Landscaping, Streetscaping	\$3,138,000
Enhanced Tree Canopy	\$1,046,000
Athletic Field/Recreation Enhancements	\$8,525,423

Storm Water Initiatives	\$641,129
Other Improvements Subtotal	\$23,032,354
Affordable and Workforce Housing	\$51,736,976
Adjustment for reduction in square footage from BSAP	(\$721,126)
TOTAL	\$126,334,923

Note:

- 1. The amount of developer contributions has been reduced by \$721,126 from the amount listed in the BSAP. The reduction is caused primarily by the 75,000 square foot site at the corner of Seminary and Beauregard (TM parcel #0.10.04-03-19) not participating as part of the rezoning and associated approvals within CDD#21.*
- 2. In addition to the Developer Contributions listed above, there will be in-kind contributions, as provided for more specifically in the CDD condition for each CDD rezoning.*
- 3. These are anticipated Public Benefits contemplated by the Beauregard Small Area Plan excluding the to-be donated right-of-way and fire station land as well as the planned donation of 100 apartment units at Hillwood and Lynbrook. The dollar amounts are estimates and subject to change. The final costs will be determined as part of the final design, engineering and construction. The allocation of the developer contributions shall be approved by City Council. The adjustment for reduction in planned square footage shifts this cost from the developers to Beauregard tax increment funding. (CAO)(P&Z)*

The Developer Contributions will be used to fund the public benefits within Table 2. It will be the responsibility of the developers to design and construct all other improvements and requirements of the CDD conditions, Beauregard Design Standards and Guidelines, and any future requirements as part of the DSUP process.

Implementation

The CDD conditions require a neighborhood-specific per-square foot amount of Developer Contribution based on land area, use, and amount of development within each neighborhood. Based on full build-out, each neighborhood will be required to provide the following:

Table 3: Projected Developer Contributions

NEIGHBORHOOD	PROJECTED DEVELOPER CONTRIBUTION
Greenway	\$27,787,233
Garden District	\$15,286,943
Town Center	\$42,030,358
Adams	\$13,572,428

Upland Park	\$9,445,672
Southern Towers	\$4,780,000
Seminary Overlook	\$13,432,290
TOTAL	\$126,334,923

Note: The Developer Contributions are based on a Base Contribution rate of \$10.38 per square foot of New Development plus Neighborhood Contribution rates of \$1.57 to \$3.42 per square foot of New Development (all in 2013 dollars) and will be subject to annual escalation in accordance with changes in the CPI-U.

The Developer Contributions are required to be paid to the City prior to the issuance of the certificate of occupancy permit for each building. Once the Developer Contributions are submitted, they will be deposited into a Beauregard Implementation Fund, which is to be established by the City. This fund will be similar to other funds for other CDDs such as Eisenhower East and Potomac Yard.

Monitoring

The CDD conditions require that, as part of each DSUP, an update will be provided to monitor the Developer Contributions received and implementation of the City obligations listed in Table 2. For example, to ensure the Developer Contributions are implemented in a manner consistent with the intent of Table 2, the City will provide a progress report for each component of the public benefits the City is obligated to construct, including updates on land dedication, right-of-way acquisition, and Developer Contributions accumulated as part of each DSUP. This process will enable the City Council, Planning Commission and the community to monitor and oversee the implementation of the Developer Contributions throughout the 20-30 years of projected redevelopment.

Vesting

In this CDD, the City is requiring the Applicant(s) to dedicate land and/or right-of-way that will likely precede development under the CDD. The Applicant(s) may seek to invoke the protections available pursuant to section 15.2-2307 of the Virginia Code upon completion of these dedications. This section provides that a land owner's rights to develop, pursuant to a particular land use approval, shall vest when that owner has incurred "extensive substantial obligations or substantial expenses" in reliance on the approval.

While the dedication of right-of-way for elements such as the Transitway and Ellipse will be significant steps taken by the various owners in reliance on the CDD, it is important to remember that each project within each neighborhood will be subject to a post-rezoning DSUP process and each such project will have to comply with the other requirements of the CDD and the Zoning Ordinance and DSUP requirements, regardless of any "vesting" pursuant to state law. Staff proposes to address any requests by the Applicant(s) via a letter from the Office of the City

Attorney that acknowledges the dedications but points out that any vesting remains subject to the other requirements of the CDD and Zoning Ordinance and future DSUP approval.

B. Affordable Housing

Background

When the Beauregard Small Area Plan (BSAP) was approved in May of 2012, the Plan envisioned approximately \$167 million in developer and Beauregard tax increment funding from the City to fund the provision of 800 long term committed affordable and workforce housing units within the Plan Area, including units in some buildings to be donated by JBG including 44 at Lynbrook and 56 at Hillwood. The BSAP anticipated that these units would serve households with income ranging between 40% AMI to 75% AMI over a 40 year period. To help better understand and plan for the housing needs of the populations that were currently living in the Plan Area, City Council directed a survey of the residents (Tenant Survey) living in the buildings proposed for demolition and requested that, based on the Tenant Survey results, the Affordable Housing Advisory Committee (AHAC) provide recommendations on the distribution of the committed affordable and workforce housing units to be created from the resources identified in the plan. In addition, the BSAP required the creation of an umbrella tenant assistance plan, prior to the rezoning of any of the parcels within the Plan Area.

Tenant Survey Results

The Tenant Survey (*Appendix B1*) was completed during the summer of 2012 and results were presented to both the public and AHAC in September. Table 4 provides the household income results found from the survey as well as the distribution of affordable units as anticipated by Staff during the approval of the BSAP. Table 4 shows that the number of households at or below 40% AMI is significantly greater than shown in the distribution at the time the BSAP was adopted.

Table 4: Tenant Survey and Small Area Plan Income Distributions

	Household Area Median Income Groups					
	40%	50%	55%	60%	75%	> 75%*
Distribution Analysis						
A. Tenant Survey Results (All Participants)	38%	11%	5%	5%	13%	28%
B. Tenant Survey Results (Households <75% AMI)	52%	16%	7%	7%	18%	NA
C. Small Area Plan Distribution	12%	20%	30%	30%	8%	0%

On March 20, AHAC adopted a recommendation (previously approved as a draft recommendation on February 7) for a revised distribution scenario that is more consistent with the income ranges reported in the survey. However, in order to accomplish this, several assumptions reflected in the BSAP have been amended. The recommended scenario involves the use of leverage, the concept of right-sizing, and a more strategic use of the two Lynbrook buildings that will eventually be conveyed to the City. These revised assumptions are discussed below. A memorandum

transmitting AHAC's recommendations is attached to this Staff Report. (*Community Recommendations B*)

Leverage

The Beauregard Small Area Plan did not include the use of leveraged dollars to help fund the affordable housing plan. It was assumed, however, that leverage was a tool that could be used to achieve additional units or deeper subsidies. The current proposed distribution anticipates three moderately sized leveraged projects throughout the build out of the plan on sites sold or donated by Developers. It is assumed that each project would include approximately 75 units and would be built in approximately years 2022, 2024 and 2032. The scenario projects that each of the 225 units created through leverage unit would require a City investment ("cost") of approximately \$75,000 per unit and would generate around \$48.3 million of equity that could take several forms (inflated over the life of the plan). Developments created by this tool would most likely be owned and operated by a nonprofit organization which would increase the longevity of affordability in the Beauregard Area, beyond 40 years.

Right-Sizing

The Tenant Survey revealed that 42% of the 1BR households and 8% of the 2BR households were comprised of one-person households. A current development trend in multifamily housing has been to reduce the overall sizes of units to both reduce rent costs in expensive markets and to address a changing demographic that includes more single person households. While only one percent of the units to be demolished are efficiencies, staff anticipates that a significant portion of the future product to be built will include efficiencies. Efficiency units offer the most affordable option for one-person households, as the affordable rent levels for efficiency units will be based on the one-person income level for the designated income level (40% of median, etc.), whereas the affordable rent levels for larger units will be based on income thresholds for larger sized households. In addition, the cost to subsidize an efficiency unit is significantly less than the cost to subsidize a one or two bedroom unit. In order to meet the needs of a large population of single person households and realize cost efficiencies, the proposed unit mix distribution includes approximately 12.5 percent efficiencies, compared to the two percent reflected in the Tenant Survey.

Lynbrook Property

Through the BSAP, JBG will convey two Lynbrook buildings, with a total of 44 units, to the City for the purposes of dedicated affordable housing. These buildings are to be conveyed to the City or its designee following completion of 4.3 million sq. ft. in the Town Center, Greenway, and Garden District Neighborhoods (initially estimated to occur around the year 2028). As part of the BSAP approval it was also agreed that JBG would allow the City to buy down rents at this property prior to conveyance. The recommended distribution calls for the initial buydown of available Lynbrook units to create affordability at 60% AMI, with further buydowns to create a range of affordability levels once the units are conveyed to the City. The 60% AMI rent

restriction is not very much below the current market rate but will provide initial rent stability at a minimal cost.

Distribution and Funding Results

The assumptions described above help to reduce the overall cost of funding a committed affordable and workforce housing plan that is consistent with the Tenant Survey. Table 5 illustrates AHAC's recommended distribution. This distribution increases the City's Beauregard tax increment funding subsidy cost only slightly over the 28 years of the plan implementation, resulting in a funding increase of approximately \$2.7 million in future dollars over 28 years. In order to provide a distribution that is consistent with the tenant survey, staff supports the AHAC-recommended distribution shown in Table 5. This distribution would serve as a guide to be monitored by City staff and AHAC over time as individual projects within the BSAP are approved. The distribution could be amended over time to meet changing demographic or housing needs.

Table 5: Recommended Beauregard Committed Affordable Unit Distribution

Income Group	Efficiency	1BR	2BR	3BR	Totals	%
40% of AMI	54	147	170	34	405	51%
50% of AMI	14	40	59	17	130	16%
55% of AMI	6	17	26	10	59	7%
60% of AMI	7	20	25	9	61	8%
75% of AMI	19	54	56	16	145	18%
	100	278	336	86	800	100%

**Reflects a final distribution of Lynbrook Units after Conveyance to the City*

The initial BSAP Affordable Housing Plan implementation cost was projected at \$167.0 million in future dollars and was financed with \$53.1 million in City Beauregard tax increment funding and \$113.9 million in developer funding. The revised Affordable Housing plan which incorporates the aforementioned leveraging of federal low income housing tax credits, the right sizing of units, as well as the shift in the plan to serve more lower income households, is projected to cost \$218.0 million in future dollars comprised of \$113.5 million in developer contributions, \$56.2 million in City Beauregard tax increment funding and \$48.3 million in federal low income housing tax credits.

This revised plan continues to produce 800 units of affordable housing (475 units for forty years and 325 tax credit and donated units for a longer period than 40 years). The timing of the implementation of the plan in regard to unit production is similar to the BSAP, with some the cumulative production lower in a few years of the plan and higher in many years of the plan. In the end, all 800 units are projected to be in place by 2035 which is a number of years earlier than the BSAP.

Other Housing Conditions and the Process for Buy Down of Committed Affordable and Workforce Units

The housing conditions that are part of the rezoning provide a detailed process for how and where committed affordable and workforce units will be secured. In addition to preserving the principle of geographic distribution among the various residential neighborhoods that established in the BSAP and providing for a mix of unit types, including three bedrooms, when possible, the conditions reference a formula for how the value of committed affordable and workforce units will be calculated when they are “bought-down.” The Buy Down Formula (*Appendix B2*) which was negotiated with the Developers, uses funding resources provided from Housing Trust monies, Developer Contributions and a portion of the City’s future tax increment generated through redevelopment in Beauregard, to acquire long term affordability by subsidizing the delta between market rate rents and affordable rents (at various levels of affordability) for up to 40 years. Because housing resources will be constrained in early build out years until other infrastructure required by the Plan is completed, the housing conditions also provide a mechanism for the City to “reach back” to buy down units in later years.

Tenant Assistance and Relocation Plan and Committed Unit Criteria

The BSAP requires City Staff to work with the development community to create a plan to assist tenants who would be displaced due to the demolition of buildings. The BSAP also required staff to establish selection criteria for the committed affordable and workforce units that gave the greatest priority to current residents of the Plan Area. The *Tenant Assistance and Relocation Plan* (*Appendix B3*) addresses both of these issues and has been referenced in the CDD conditions of the rezoning. The *Tenant Assistance and Relocation Plan* provides a framework to assist tenants in the relocation process before demolition begins. It includes notification requirements, beginning nine months prior to planned demolition, moving payments, and coordinated relocation assistance to help displaced households with incomes below 75% AMI secure comparable units in the Plan Area or elsewhere in the City of Alexandria. These services will be provided by a relocation coordinator to be funded by the Developer(s).

Prior to any demolition, all potentially impacted residents will be surveyed by the City to create a database to be used in developing and maintaining a waiting list of qualified households for committed affordable and workforce units as they become available. As directed by City Council, the highest priority will go to qualified households residing in the Plan Area on May 12, 2012, the date the Plan was approved. Households in residence as of that date and remaining in residence as of the date of adoption of the Tenant Assistance and Relocation Plan will be categorized as Level I priority households; all others will be Level II priority households. For the purpose of allocating committed affordable units, all Level I households will be considered (for a given unit size) before any Level II households are considered.

Selection will be made by means of a point system based on the selection criteria below (the priority order of households with identical point values will be determined by lottery):

Table 6: Selection Criteria

Household lives in unit to be demolished at the time of approval of the DSUP*	11
Income @ or below 40% AMI	2
Child or children in Ramsay or John Adams	2
62 or older and/or has a disability	2
Lived in the plan area for more than three years	1**
OR Lived in the plan area for more than 10 years	2**
Primary place of employment is in or within designated distance (TBD) of plan area	1
Has been relocated during a prior phase	1

*When Households are relocated to subsequent phases the Household will maintain these points after the move.

**No more than two points for longevity

The City Manager's proposed budget includes the addition of a relocation coordinator position to develop, manage and maintain the waiting list, as well as to monitor and support the work of the Developer-funded coordinator and monitor the committed units throughout the affordability period. The City's coordinator will maintain the waiting list throughout the build out of the plan to allow any qualified households that are displaced to return to a committed affordable or workforce unit if they choose when one becomes available.

Subject to certain criteria, households who do not receive committed units will be eligible to move into comparable units elsewhere in the Plan area. The developers' relocation coordinator will manage that process. The City will provide the developers' coordinator with information about affordable housing resources elsewhere in the City that can also serve as potential relocation resources. All displaced households who are current in rent will receive relocation assistance payments, regardless of income and regardless of whether they receive committed affordable units.

C. Transportation

Transportation Impact Analysis

The comprehensive transportation study (*Appendix A1*) undertaken during the development of the BSAP examined the transportation impacts within the defined Plan area, and extended beyond the BSAP boundaries to include 32 intersections in the study. The analysis was done in coordination with other studies completed for Virginia Department of Transportation (VDOT), Department of Defense (DOD), and Federal Highway Administration (FHWA) initiatives.

The transportation analysis performed for the BSAP is a planning-level study that evaluates the impacts associated with the BSAP. The study assumed a 25 year build-out period and assumes changes in regional traffic patterns over that period. All future redevelopment applications associated with the BSAP will require additional traffic studies to analyze specific impacts based on specific development plans for each site and will include additional transportation data available at that time and more refined development information. The future studies will also

update the traffic impacts associated with specific development and refine the recommended improvements to the transportation plan.

The analysis assumes increases in traffic attributed to regional growth including approved development in the BSAP area and planned development in neighboring jurisdictions for future (2035) scenarios. The BSAP provides new roadway connectivity and enhanced transit, pedestrian and bicycle facilities in and through the BSAP area which provides travel choices in terms of route and mode.

The study showed that with the construction of all the recommended roadway and transit improvements, the transportation network operates more efficiently in the 2035 Development Scenario than the 2035 Baseline Scenario. This is largely due to a number of factors that contribute to improved traffic operations under the 2035 development scenario that include:

- Shift of some regional trips to roadways outside of the BSAP area;
- Interconnected roadway network and mix of land uses result in a greater shift to other modes such as walking and using transit; and
- Comprehensive multi-modal transportation improvements, including interconnected street grid, the ellipse and transitway that improve mobility and traffic operations.

The transitway and ellipse are both key components to the overall transportation network and are discussed in additional depth in the following paragraphs.

Transitway

The Transitway (*Figure 10*) is considered a high priority, near-term project needed to address current transportation needs, and is anticipated to be constructed by 2018, following additional analysis and environmental review, and design/engineering.

The CDD conditions require dedication of the necessary right-of-way along Beauregard Street, Sanger Avenue, and within Southern Towers for the Transitway, and provide developer contributions toward construction of the Transitway, and additional contributions toward enhanced streetscape improvements along Beauregard Street. The City will be responsible for constructing the Transitway along the entire length. Within Southern Towers, the Transitway will operate on a public access easement. When the relocated Sanger Avenue is constructed by developers of the Greenway neighborhood, the new road will include the dedicated lanes for transit. The interim Transitway along existing Sanger Avenue will not require road widening or significant additional right-of-way, as transit will operate within the existing outside lanes.

The Transitway is a high priority project for the City and supports the proposed development. The Transitway shall be constructed and operational prior to the release of 1.5 million square feet of New Development within CDD #21 and/or CDD#22. With the exception of the Transitway through the Southern Towers neighborhood and Mark Center, within 90 days of written request by the City, the Applicants shall submit all necessary plans and documentation to dedicate and/or

provide easement(s) for the Transitway, including any associated temporary construction and maintenance easements for the Interim condition.

Ellipse – Intersection of Seminary Road and Beauregard Street

During the planning process, a significant amount of traffic analysis was completed. The analysis determined that improvements were needed at the intersection of Seminary Road and North Beauregard Street, to improve traffic flow. A number of alternatives were examined, including a parallel road west of Beauregard Street with a connection at Seminary Road, a traditional traffic circle, two different grade separation options, and an ellipse configuration.

Ultimately, the Ellipse (*Figure 11*) option was identified as the preferred solution for the intersection. It addresses the critical westbound weaving issue on Seminary Road, while allowing for the high volume of through traffic on Seminary Road to proceed straight ahead. A technical memorandum (*Seminary Road/Beauregard Street Alternatives Report*) provides a summary of the analysis of alternatives (*Appendix A2 & A3*)

The Plan provides a coordinated opportunity to construct the Ellipse which benefits multiple properties. Due to its scale and cost, and required coordination, construction of the ellipse would not be possible without the Plan, and the roadway network would be overburdened.

The traffic analysis determined that the ellipse would be needed prior to approximately 2.4 million square feet of Net New Development. Therefore, the Ellipse shall be constructed and operational prior to the release of 2.4 million square feet of Net New Development within CDD #21 and/or CDD#22.

The CDD Conditions require the developers have agreed to dedicate the necessary right-of-way along Beauregard Street and Seminary Road for the ellipse, and provide \$27.3 million (2011 dollars, subject to escalation) of developer contributions toward construction of the ellipse. The contribution includes a contingency of \$9 million to cover unforeseen costs, due to the minimal amount of design that has been done at this time. In the event that any portion of the contingency is not needed, those dollars could be used toward other facilities as determined by the City and developers.

A portion of the area needed for the Ellipse is currently occupied by a dry cleaning retail establishment. This establishment is not part of the current rezoning. The Ellipse can be constructed without impacting the dry cleaning building, but would need a portion of the property for the ellipse right-of-way. The access to the dry cleaners would need to be provided within the Upland Park neighborhood.

Complete Streets

The goal of Complete Streets is to create safe and convenient travel for all users, including pedestrians, bicyclists, public transportation riders and drivers, and drivers of other vehicles (i.e.,

passenger cars, tractor trailers, delivery vehicles, etc). Emphasis is also placed on accommodating the needs of children, older adults, and persons with disabilities for all modes of transportation. The City Council adopted a Complete Streets policy in Spring 2011, and Complete Streets concepts have been incorporated into the Design Standards and Guidelines of the Coordinated Development District (CDD). The following list highlights some important improvements to the existing and proposed street network that help to achieve the goal of the Complete Streets policy:

- All new streets have sidewalks on both sides of the road;
- New multi-use trails will be added along Beauregard Street with a connection to the Holmes Run Trail, the north side of Seminary Road, and the north side of Sanger Avenue within the Plan area;
- Improved bicycle connectivity to the regional trail system;
- New on-street bicycle lanes will be created within the roadway on the new Parallel Road adjacent to Beauregard Street;
- Grid of streets within the CDD area with pedestrian facilities to improve overall mobility and connectivity between uses;
- Additional pedestrian and bicycle connections will be made between existing schools and the CDD area, as well as between surrounding neighborhoods and the CDD area;
- New dedicated transitway along Beauregard Street, which is discussed in more detail in subsequent paragraphs;
- Ellipse at the intersection of Beauregard Street and Seminary Road, which improves mobility and safety for vehicles, pedestrians, and bicyclists when compared to the existing traditional signalized intersection; and
- Both on and off-street bicycle parking will be provided /required.

Parallel Road in the Adams Neighborhood

In response to concerns raised by the community members living in the neighborhoods adjacent to the Adams neighborhood, City Council directed the Beauregard Rezoning Advisory Group to “*Examine some alternatives to relocate the (Parallel) road (in the Adams Neighborhood) (Figure 12) or move the road and other mitigation solutions.*” The Advisory Group discussed the issue of the Parallel Road at several meetings and received community input. The Advisory Group directed staff to work with the community to draft language that would be a condition of the proposed CDD Concept Plan.

The proximity of the planned Parallel Road to the adjoining residential neighborhood (*Figure 12*) is one of the concerns raised by the community. This road is part of the urban street grid within the BSAP as well as part of the transportation network for vehicles, pedestrians and bicycles. In the Beauregard Corridor Plan Traffic Study, dated January 18, 2012 (*Appendix A1*), the street was assumed as part of the overall street network. Because elements such as future building footprints and parking locations will not be finalized for 10 to 15 years, staff does not believe it is appropriate to recommend a specific approach or solution for the Parallel Road at this time. However, as part of any DSUP in the Adams neighborhood, when that type of information is available, it will be a

more appropriate time to address the Parallel Road issue.

The condition, proposed by staff and recommended by the Advisory Group, consists of the following: requirements to examine of the location of the road at the time of the first DSUP to lessen impacts on the adjoining neighborhoods, as well as examine other mitigation alternatives including physical buffers, landscaping, lighting, road surface material, and outreach to the community to address concerns raised by the adjoining residents. The condition also requires a buffer for a portion of the property frontage. It is important to condition the future examination and/or mitigation of the road to address the community's concerns without preventing the implementation of solutions as more detailed information is available as part of the future DSUP process.

In addition to the recommendation of the Advisory Group, staff also added a provision that requires additional notice for the abutting property owners and adjacent homeowners associations prior to the submission of a preliminary DSUP. This will ensure that the community will be involved early in the process.

D. Infrastructure Phasing

For each neighborhood within CDD #21 and CDD #22, an Infrastructure Phasing Plan will be required as part of the first preliminary DSUP, similar to those prepared for large CDDs such as Potomac Yard. The Infrastructure Phasing Plan will be updated with each subsequent preliminary DSUP submission and will address the construction phasing of land uses within the neighborhood. The plan will also identify the location and schedule of infrastructure, including streets, transitway facilities, pedestrian and bicycle facilities, sanitary sewer system, stormwater management system, utility systems, all other necessary on-site and off-site improvements. A transportation study will also be required for each DSUP application.

Upon completion and approval of the Infrastructure Phasing Plan and transportation study for each DSUP application, the development of individual blocks will require all access roadways, on-site and off-site infrastructure improvements required as part of the Plan transportation analysis (identified in the CDD conditions) and subsequent DSUP transportation analysis, pedestrian and bicycle access, prior to the first certificate of occupancy for the development block.

E. Land Use – Development Summary

CDD #21 proposes a mix of land uses (*Figure 14*) with the greatest intensity of uses and building heights concentrated near planned transit stops (*Figure 13*). The areas farther away from transit stops are predominantly residential uses to integrate into the adjacent existing residential neighborhoods. CDD #22 is a residential neighborhood. The table below outlines the uses, open space, height, parking, and building types permitted and/or required within each neighborhood.

Table 7: Development Summary Table for CDD #21

Neighborhood	Greenway	Garden District	Town Center	Adams	Upland Park	Southern Towers	TOTAL (sq. ft. or units)
Principal Land Use(s)	Residential	Residential/Retail	Residential/Office/Retail/Hotel	Office/Retail/Hotel	Residential/Office/Retail/Hotel	Office/Retail/Hotel	--
Land Area (±Acres)	±63.35	±25.50	±48.21	±19.16	±9.25	±8.28	±173.75
Public Open Space (Acres)	24.47	4.5	8.15	3.02	0.85	0.43	41.42
Additional Open Space (%)	20%	15%	15%	15%	15%	15%	--
Maximum Building Height	45-60	45-60	60-130	45-110	45-110	45-110	--
Required Parking	See table #9	See table #9	See table #9	See table #9	See table #9	See table #9	--
Office (sq. ft.)	0	0	405,165	1,020,765	78,469	195,000	1,699,399
Residential Units							
Multi-Family Units (maximum)	1,579	728	2,269	0	505	0	5,181
Townhouses and Stacked (2/2) Townhouses (maximum)	250	200	50	0	30	0	430
Total Residential Units	1,829	928	2,319	0	535	0	5,611
Required Retail (sq. ft.)	0	0	200,000	0	8,000	25,000	233,000
Optional Retail (sq. ft.)	13,250	21,355	109,245	15,000	8,000	80,000	246,850
Hotel	0	0	237 rooms	187 rooms	140 rooms	187 rooms	751 rooms

Table 8: Development Summary Table for CDD #22

Neighborhood	Seminary Overlook	TOTAL
Principal Land Use(s)	Residential	--
Land Area (±Acres)	±22.26	±22.26
Public Open Space (Acres)	0.52	0.52
Additional Open Space (%)	20%	--
Maximum Building Height	45-60	--
Required Parking	See table #9	--
Multi-Family Units (maximum)	925	925
Townhouses and Stacked (2/2) Townhouses (maximum)	0	0

The amount of development within each neighborhood (square feet or units) is a maximum subject to compliance with the conditions, Beauregard Urban Design Standards and Guidelines and all applicable requirements as part of the DSUP process.

Transfer

Similar to other CDDs, development (square feet or units) may be transferred among the various neighborhoods of CDD #21 subject to the following:

- No transfer shall cause the office/residential floor area or the number of dwelling units in any neighborhoods to increase or decrease by more than 15%;
- Required Retail (*Figure 15*) may not be transferred;
- Buildings within each neighborhood are required to comply with the applicable provisions of the CDD conditions and the Beauregard Design Standards and Guidelines; and
- Development may only be permitted to be transferred to a neighborhood where that use is permitted.

Conversion

In addition to transfer, the recommendations would potentially permit a limited amount of land use conversion within the mixed-use neighborhoods, such as commercial to residential, subject to the following:

- A balanced mix of uses provided within each neighborhood, consistent with the intent of the BSAP;
- The amount of Required Retail will not be reduced within each neighborhood;
- Conversion is not permitted within the Greenway, Garden District, and Seminary Overlook neighborhoods; and
- Limiting the amount of conversion within each neighborhood.

The intent of the conversion condition is to allow conversion based on market demands, but generally limit the amount to a maximum of 15% within each neighborhood.

Building Heights – Types

The maximum height for each neighborhood (*Figure 15*) is specific to each block or portion of the neighborhood, consistent with the BSAP. In addition, while the zoning establishes height maximums, within most neighborhoods there are requirements for height transitions to the existing adjoining neighborhoods therefore the final height of each building will be determined as part of the DSUP process. The Beauregard Design Standards and Guidelines also establish a minimum height on certain blocks to achieve the urban design intent of the BSAP.

In addition to the total amount of development within each neighborhood, the total number of townhouses and multi-family buildings is defined within each neighborhood. This enables a variety of building types and heights to be provided, consistent with the intent of the BSAP.

Community Facilities - Public Buildings

Public buildings and community facilities are encouraged in the CDDs. Their square footages may be deducted from the overall development. However, these uses are required to meet the Beauregard Urban Design Standards and Guidelines and other applicable requirements through the DSUP process.

Parking

To further reduce the number of single occupancy vehicles and increase the use of public transportation including the high-capacity Transitway, the BSAP establishes maximum parking ratios for each land use, designed to accommodate the parking needs of New Development without providing excessive parking.

Table 9: Parking Maximums

Land Use	Phase I: Prior to Operational Dedicated Transit	Phase II: Operational Dedicated Transit
Residential (Multi-Family)	1.75 sp/unit	1.3 sp/unit
Townhouse & Stacked Townhouses	2.0 sp/unit	1.5 sp/unit
Residential(Affordable Housing)	1.0 sp/unit	0.75 sp/unit
Office	2.8 sp/1,000 sq. ft.	2.5 sp/1,000 sq. ft.
Retail	4.0 sp/1,000 sq. ft.	3.5 sp/1,000 sq. ft.
Hotel	1.0 sp/room	0.75 sp/room

To further reduce single occupancy vehicle use, staff recommends market rate parking for office and retail use (validation is permitted for retail parking), unbundled parking for residential units and metered parking for on-street spaces within retail areas.

The conditions require a minimum of one level of underground parking for each block/building. To the extent that parking is provided above grade, it is required to be screened with active uses on the primary street frontages. Some blocks are required to provide all parking below grade.

Retail

Like other CDDs in the city, locations of required and optional retail uses are delineated in the BSAP and Beauregard Urban Design Standards and Guidelines (*Figure 14*). Required Retail is concentrated near transit stops, major intersections, and in the Town Center neighborhood.

Optional Retail

The optional retail areas are identified to allow for additional alternatives that may enhance the neighborhoods. Implementation of optional retail will likely be driven by market demands as part

of the DSUP process. Optional Retail will be deducted from the overall maximum square footage permitted in the neighborhood.

Retail Management

Many retail-focused areas have a comprehensive retail strategy that addresses coordinated management and maintenance issues. They promote a unified marketing and maintenance plan, monitor tenant mix and leasing, and often times coordinate special events. The BSAP recommends retail management strategies to be implemented for the Required Retail areas. Staff recommends that a retail management plan be submitted to ensure retail properties are managed in a comprehensive manner.

F. Fire Station

The BSAP recommends the provision of a fire station at the intersection of North Beauregard Street and Sanger Avenue (*Figures 16 & 17*). It is anticipated that the fire station would be a four bay, two level station. Construction is to be funded by the Developer Contributions. The location is desirable because it enables convenient access to Beauregard Street, Sanger Avenue and the I-395 underpass. The proposed site does not contain existing buildings and therefore will not require demolition to construct the proposed fire station. The CDD conditions require the Applicant(s) to dedicate the land and associated elements when the City is ready to develop the fire station.

G. Open Space and Public Art

The BSAP recommends a network of parks and public open spaces that define the neighborhoods in which they are located, with connections to local and regional open space systems and trails. This network of linked open space is intended to create a cohesive system comprised of different size parks and a variety of amenities that will address community needs. It is also intended to be functional by addressing stormwater, stream improvements and restoration/stabilization of the resource protection areas.

Open space requirements of the BSAP help to define the key elements that will be provided with the rezoning, Beauregard Urban Design Standards and Guidelines or as part of DSUPs. The proposed rezoning includes:

- An interconnected park and green way system;
- Connections between adjacent developments and public parks, schools, and other public buildings;
- A range of open space types including active and passive recreational opportunities;
- A minimum of one tot-lot or children's play area for each residential neighborhood;
- At least one fenced dog park to accommodate large and small breeds within the Greenway Park;

- A minimum of 15-20% of additional ground level and roof-top open space, beyond the public open space shown in the BSAP, within each neighborhood;
- A minimum of one community garden within the Greenway;
- Provision of 40% tree canopy within the plan area or off-site as supported by the Planning Commission and City Council;
- The multi-purpose field; and
- Retention of the City-owned lot at the intersection of Seminary Road and North Beauregard Street for use as open space as part of adjoining future development.

The goal of the City of Alexandria's public art program is to encourage public art in public and private development that reflects the unique history, people, cultural identity, and future aspirations of Alexandria. The Plan supports this effort through the requirement that future development and redevelopment within the planning area comply with the City's current policy regarding public art. The BSAP *"recommends that public art be integrated into the design of the open spaces through historical references, interpretation and possible educational opportunities."* In addition, a Public Art Master Plan is currently being developed and will serve to guide the provision of public art throughout the City, including the CDD #21 and CDD #22. Related requirements will be addressed through the DSUP process.

H. Storm Water Management and Environmental Sustainability

The BSAP outlined guiding principles relating to water management and environmental sustainability. These guidelines are helpful additions to state regulations, as well as City policies relating to reduction in stormwater runoff, and treatment of stormwater.

Staff is recommending, as part of the subject CDD approvals, that a comprehensive Stormwater Master Plan for each neighborhood be required prior the first DSUP for each neighborhood. Staff believes such a plan ensures integrated stormwater quality and quantity management throughout the neighborhood. This plan will also combine the several layers of requirements established in the state regulations, the Plan, and CDD conditions herein. .

Stream restoration is another goal within the BSAP. The stream running from Winkler Pond to Holmes Run, also known as Turkey Run, will no longer be private property with controlled access but will become a community asset as part of these rezonings. There will be land disturbance within the Resource Protection Area (100 foot buffer along Turkey Run - RPA) as buildings are removed from the RPA and mitigation will be required. A benefit of the proposed rezoning is that multiple buildings will be removed from the RPA as part of the redevelopment. This RPA will be an area where trails pass through restored riparian areas along a stream that has been restored to the evolved flows. The current buffer and stream are in poor condition as the result of incomplete stormwater management. Restoration of both is needed to improve ecological function, prevent erosion and stabilize the stream to prevent meandering within the RPA.

I. Green Building Policy

The BSAP establishes a framework of initiatives for development throughout the BSAP area, including planning and design techniques that respect the environment and promote the utilization of green building methods. During the planning and community outreach processes for the BSAP as well as this rezoning case, the developers and staff made a commitment to require new development perform above and beyond the City's Green Building Policy and further implement the City's Eco-City Charter. The staff recommendations reflect this commitment.

Staff is recommending that both CDD #21 and CDD #22 be subject to the LEED ND rating system in addition to the City's Green Building Policy. Enhanced stormwater reduction methods, energy efficient lighting, on-site energy generation and renewable energy, and utilizing building footprints and ceiling heights to allow for different uses of the building throughout its lifetime are encouraged. Applicants are still given the option to use an equivalent rating system, similar to the current policy, and both rating systems – the building/site specific and the larger neighborhood rating system - will be verified during the development review process.

J. Sewer

Collection System Improvements

The City of Alexandria has been experiencing significant growth and large development projects are planned for the future. These projects will result in increased wastewater generation that will impact the City's sanitary sewer collection system, the interceptor sewers owned by Alexandria Renew Enterprises (ARenew), and the two wastewater treatment facilities (owned by ARenew and Arlington County) that receive and treat wastewater from the City. A Sanitary Sewer Master Plan to address forecasted growth was approved by City Council on February 23, 2013. Section 8.3.1 of the plan discusses the local sanitary sewer collection system and states that "it is anticipated that the improvements will be constructed by the developers or that funding for the construction will be provided to the City as part of the development process." Section 9.3.3 (Developer-Funded Collection System Improvements) outlines the expectation that collection system improvements related to growth are to be funded by the development projects that generate the need for the additional capacity.

Currently, the City is in the design phases of transportation improvements at the intersection of Beauregard and King Streets. Sections of the sanitary sewer collection system located within this intersection have been identified as operating over capacity as a result of the proposed redevelopment in the Beauregard Small Area Plan. Although the proposed redevelopment of these properties is not anticipated in the immediate future, capacity improvements at this location must be constructed prior to the completion of the roadway improvements. Once the intersection has been widened, it will no longer be feasible to construct the needed sewer improvements. Therefore, staff recommends constructing the sewer improvements as part of the intersection improvement project and requiring all of the contributing development to reimburse the City on a

pro rata basis. Constructing the sewer at this time will minimize cost by leveraging the mobilization and economy of scale associated with the roadway project. The roadway improvement project is currently scheduled to begin construction in 2014.

The engineering estimate for the sewer collection system improvements at the intersection is \$750,000. Using the growth forecasting that is included in the approved Sanitary Sewer Master Plan, staff has calculated the forecasted growth in the entire sewer shed that drains to this collection system (beyond the areas included in the Beauregard Plan). The plan forecasts a net increase of 1,470,240 gallons per day, based on flow factors included in the T&ES sanitary sewer Memo to Industry. This calculation results in a reimbursement cost of \$0.51 per gallon per day for each project in the contributing area. Staff recognizes that the actual total number of gallons may vary over time from the forecasts included in the Master Plan. However, staff believes that this is a fair distribution, based on the information available at this time. With this scenario, the City will assume the risk that the full reimbursement may never be achieved, and that unknown conditions may result in a total cost that exceeds \$750,000.

In addition to the necessary improvements at the King/Beauregard intersection, other growth-related improvements have been identified in this collection system. As each development project is evaluated, additional improvements may be required as part of the individual DSUP approvals. Because these improvements do not have the constructability constraints that exist at the King/Beauregard intersection, the City does not need to construct these improvements in advance. However, development projects that trigger the need for these improvements will be required to construct them prior to occupancy of the projects.

Interceptor System Improvements

In addition to the City's sanitary sewer collection system, the Master Plan evaluated future capacity in the Interceptor Sewers owned and operated by Alexandria Renew Enterprises. As discussed in the Master Plan, the Holmes Run Sewershed has the greatest amount of growth forecasted city-wide. A large portion of the Beauregard Plan area drains to this interceptor sewer. As discussed in Section 5.4.3 of the Master Plan, the City is currently working with ARenew and Fairfax County to determine the impact of future development and identify capacity improvements that may be needed. Section 9.6.2 indicates that the completion of the Holmes Run Trunk Sewer capacity analysis (anticipated at the end of 2013) may result in recommended infrastructure improvements needed to serve future development. The sanitary sewer financial analysis included in the Master Plan will be updated at that time. Because the order of magnitude of these improvements is unknown, staff cannot predict at this time whether the capacity-related improvements will be financed through connection fees or through other development contributions.

K. Beauregard Urban Design Standards and Guidelines

With this application, staff recommends the adoption of the *Beauregard Urban Design Standards*

and Guidelines (Applications and Submissions C) to implement the vision and guiding principles of the Plan. This document addresses elements that include the following:

- Framework streets;
- Street hierarchy;
- Blocks;
- Parking;
- Retail;
- Open space; and
- Building design.

V. **COMMUNITY**

A. ***Beauregard Rezoning Advisory Group***

The Beauregard Rezoning Advisory Group (Advisory Group), established June 26, 2012 by City Council, was charged with the following:

“Provide recommendations to City staff on the Beauregard rezoning(s) to ensure consistency with the Beauregard Small Area Plan (excluding affordable housing) [and complete the following tasks:]

- *Provide a recommended site(s) and potential programming for the open space to be acquired using the \$1.5 million federal BRAC funding*
- *Provide recommendations on the Ellipse and associated improvements at the intersection of Seminary Road and Beauregard Street*
- *Evaluate and provide recommendations on the land use, open space, and sustainability elements of the rezoning(s)*
- *Provide recommendations on the transportation phasing and transportation improvements*
- *Evaluate and provide recommendations on the phasing of Plan improvements as part of the rezoning(s)*
- *Examine some alternatives to relocate the road (in the Adams Neighborhood) or move the road and other mitigation solutions. (From the November 17, 2012 City Council Hearing)”*

The Advisory Group has had 11 public meetings over the course of the past 8 months to discuss these issues and review implementation of the Beauregard Small Area Plan. The public was invited to attend every Advisory Group meeting including the Open Space Tour, which was part of the BRAC-funded open space selection process. Included in this report is the letter from the Advisory Group to the Director of Planning and Zoning and its accompanying attachments (*Community Recommendations A*). The letter recommends approval of the rezonings, subject to the outlined recommendations.

B. *Housing Outreach*

AHAC

At the time of the BSAP approval, the Affordable Housing Advisory Committee (AHAC) was tasked by City Council to “*provide recommendations related to the provision of affordable housing, [which] will take into account the results of the tenant survey and the funding recommendations of the [BSAP].*” Since the adoption of the BSAP, AHAC discussed various Beauregard housing issues at each of its monthly meetings. In addition to its regular meetings, AHAC has sponsored two Town Hall-style meetings in the Beauregard area to receive updates on the survey, review best practice on relocation plans, and receive and solicit feedback on the results of the tenant survey. These meetings were well attended, and included many area residents. At its March 19, 2013 meeting, AHAC finalized its recommendations regarding the distribution of the committed affordable units for the BSAP area. A letter detailing their recommendations is attached to this Staff Report (*Community Recommendations B*).

Landlord Tenant Relations Board

The City’s Landlord Tenant Relations Board (LTRB) first discussed the draft Tenant Assistance and Relocation Plan, which includes selection criteria for the committed affordable and workforce units, at its January meeting. The Board received written comments from AHAC and the Economic Opportunities Commission prior to holding its public hearing on the document in February. Based on the written comments and oral testimony, the Board requested a number of revisions to the document. The revised document is scheduled for action at the Board’s March meeting, which is scheduled to occur on March 27 (rescheduled following a weather-related cancellation). The revised draft Beauregard Small Area Plan Tenant Assistance and Relocation Plan is attached to this staff report (*Appendix B3*).

VI. CONCLUSION

Staff recommends **approval** of the Rezoning applications, Coordinated Development District Conceptual Design Plans, and associated applications subject to compliance with the Beauregard Small Area Plan, Beauregard Urban Design Standards and Guidelines, all applicable codes and ordinances, and the following staff recommendations.

Staff: City Manager’s Office
Mark Jinks, Deputy City Manager

Office of Housing
Mildrilyn Davis, Director
Helen McIlvaine, Deputy Director
Eric Keeler, Division Chief, Project Administration
Jon Frederick, Housing Analyst

Planning and Zoning

Faroll Hamer, Director, Planning and Zoning
Jeffrey Farner, Deputy Director, Planning and Zoning
Patricia Escher, Principal Planner, Development
Colleen Willger, Urban Planner, Development
Amy Friedlander, Urban Planner, Neighborhood Planning

Recreation, Parks and Cultural Activities

Laura Durham, Open Space Coordinator

Transportation and Environmental Services

Richard Baier, Director
Sandra Marks, Acting Deputy Director
Steve Sindiong, Principal Transportation Planner
Matt Melkerson, Engineer, Transportation
Shanna Austin, Site Plan Coordinator
Claudia Hamblin-Katnik, Office of Environmental Quality, Watershed Program
Administrator

VII. STAFF REPORT GRAPHICS

Figure 1: Planned Redevelopment Sites

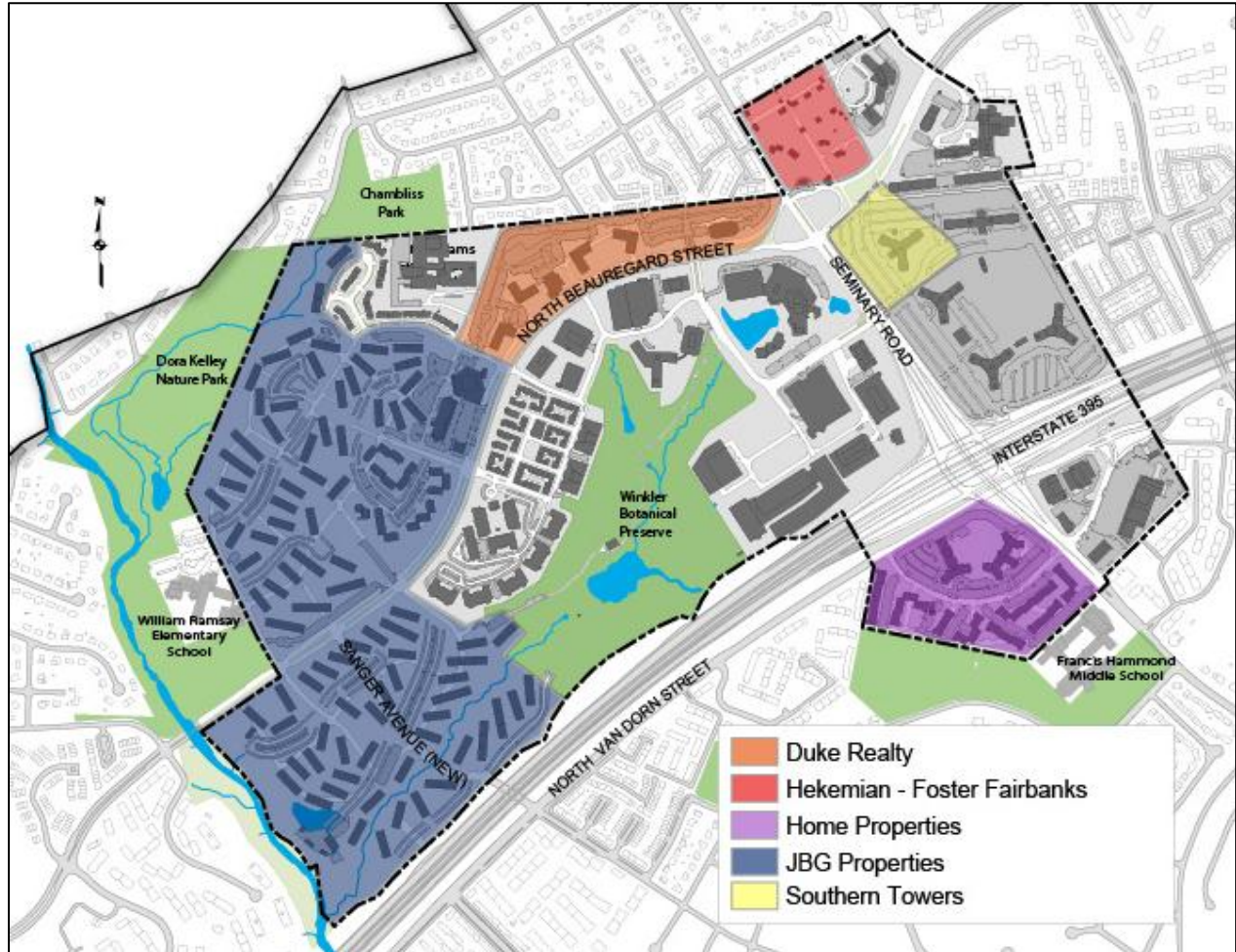


Figure 2: Perspective of BSAP Area

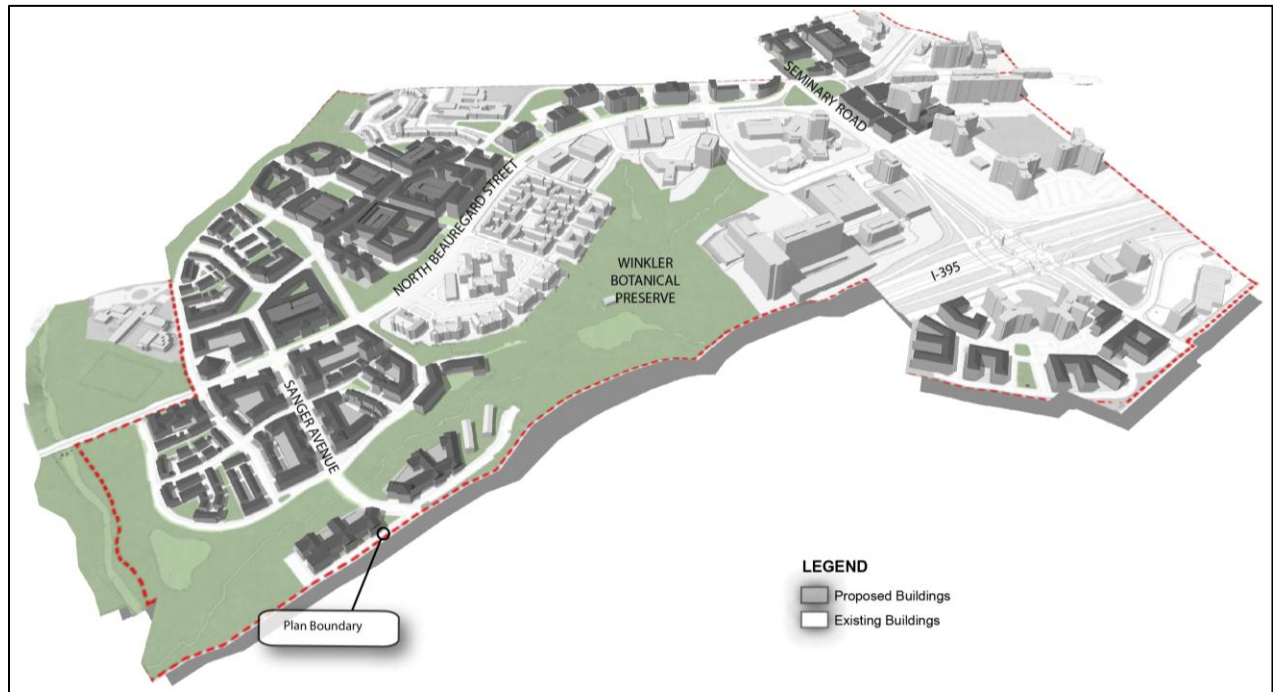


Figure 3: Proposed Neighborhoods

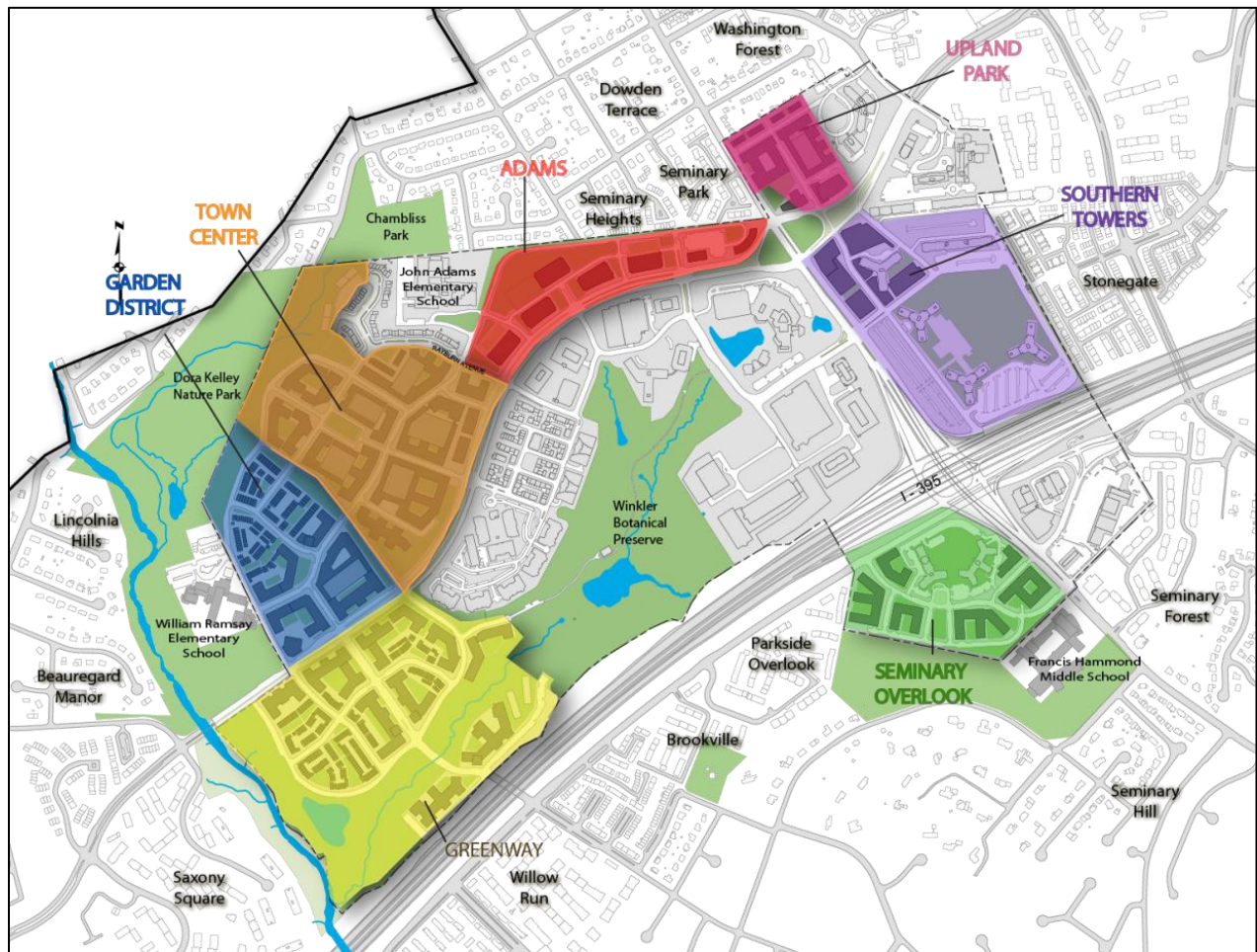


Figure 4: Open Space



Figure 5: Existing Zoning

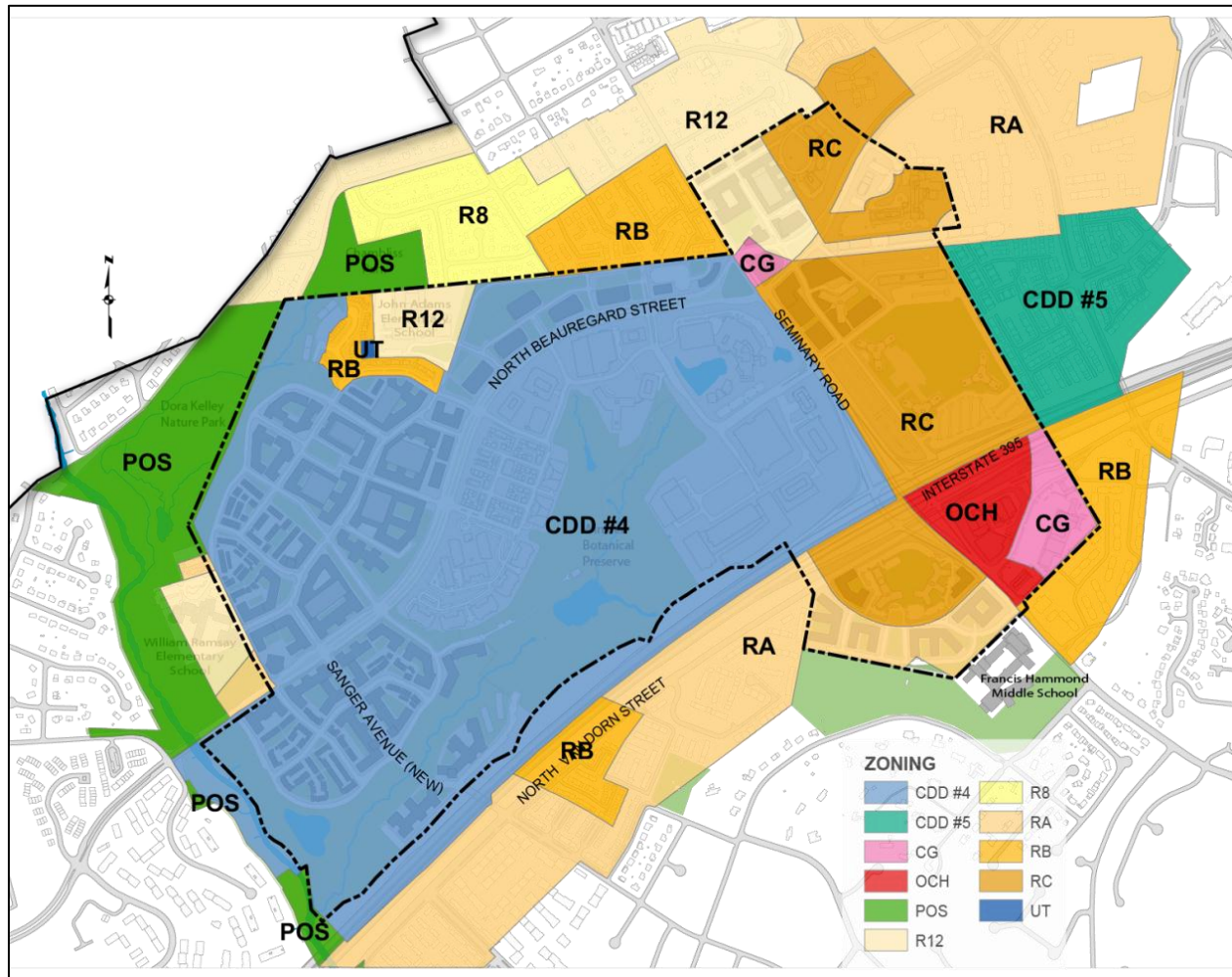


Figure 6: Adjacent Regional Growth

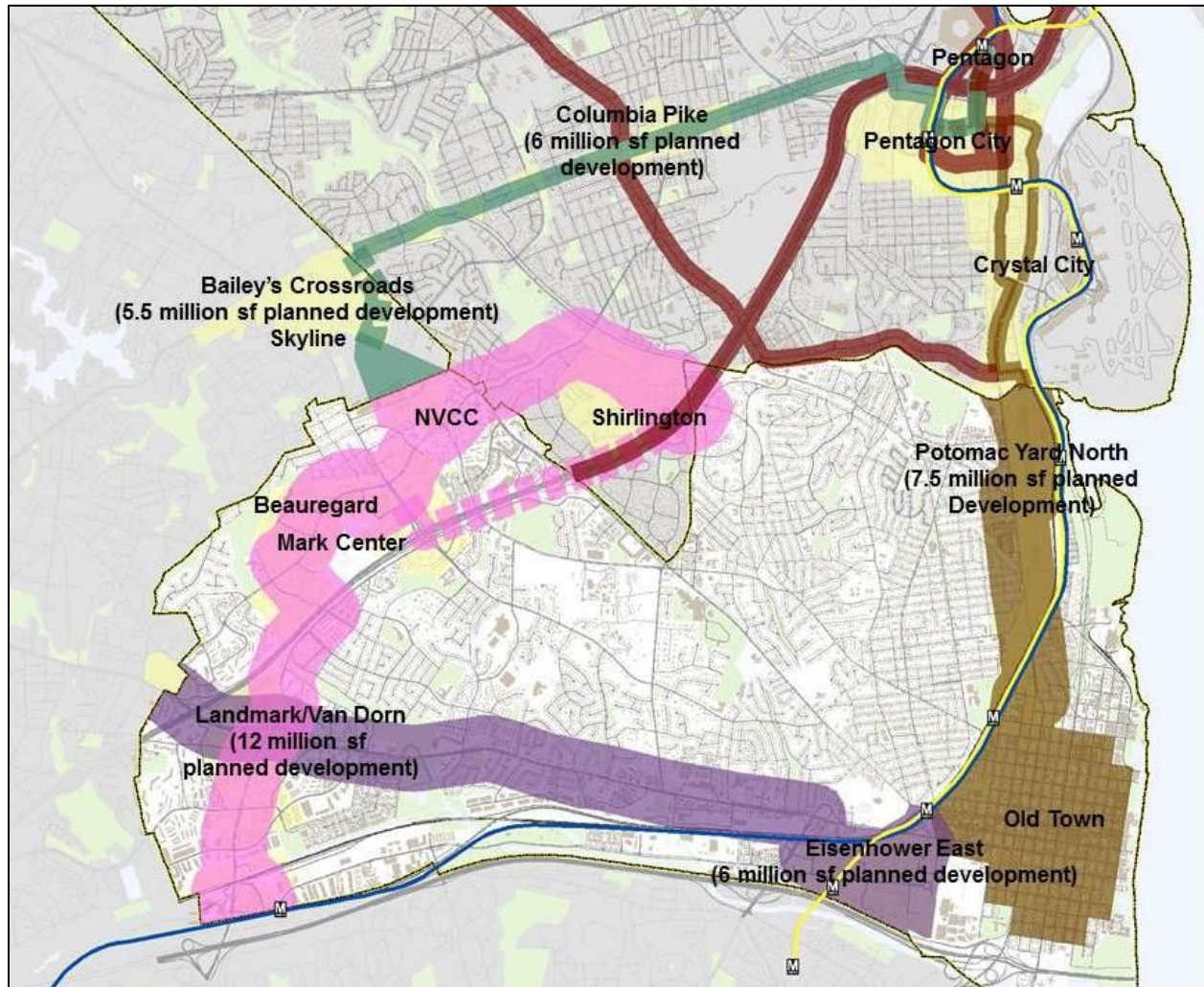


Figure 7: Proposed Zoning

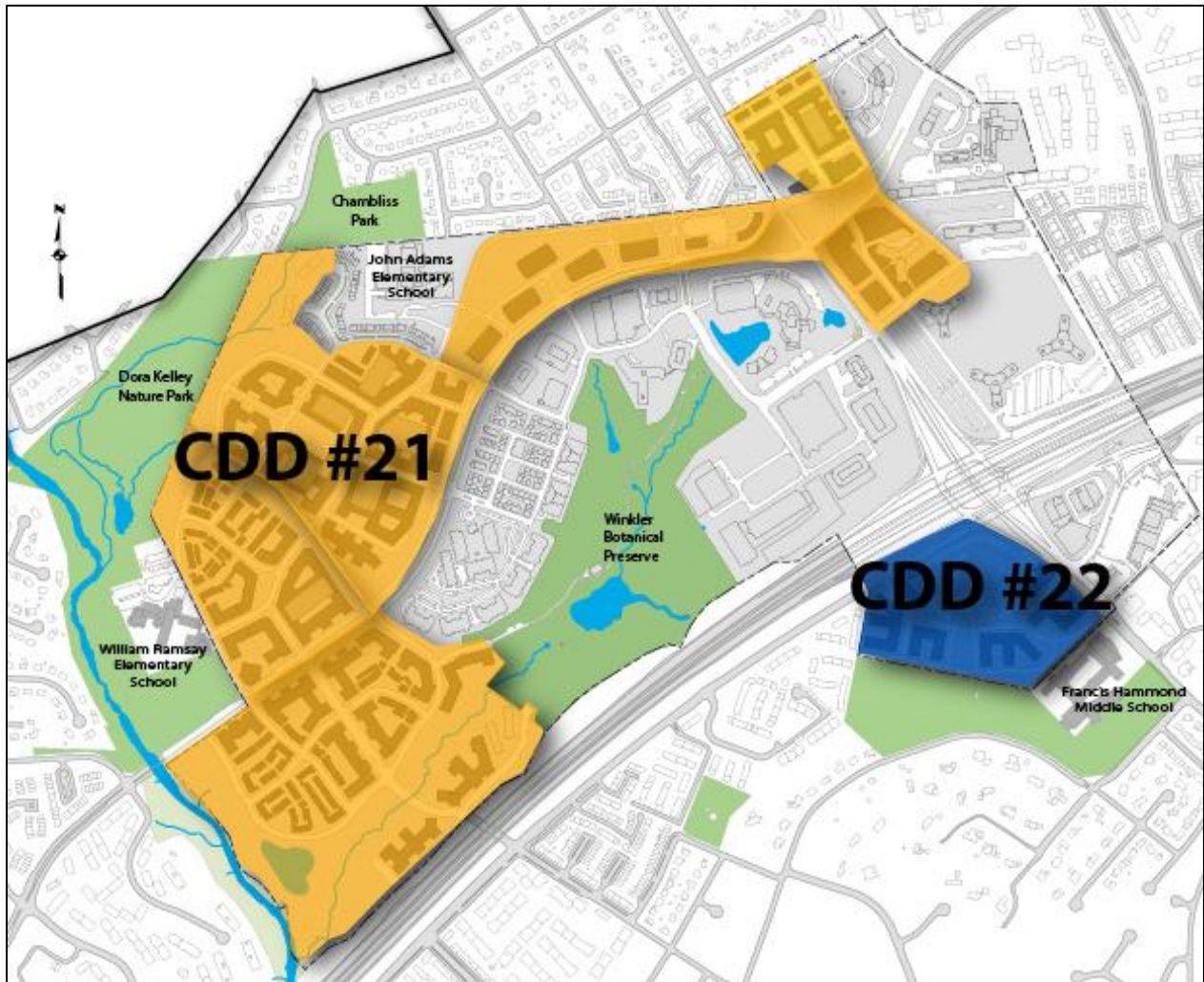


Figure 8: Proposed Zoning and Existing Zoning to Remain

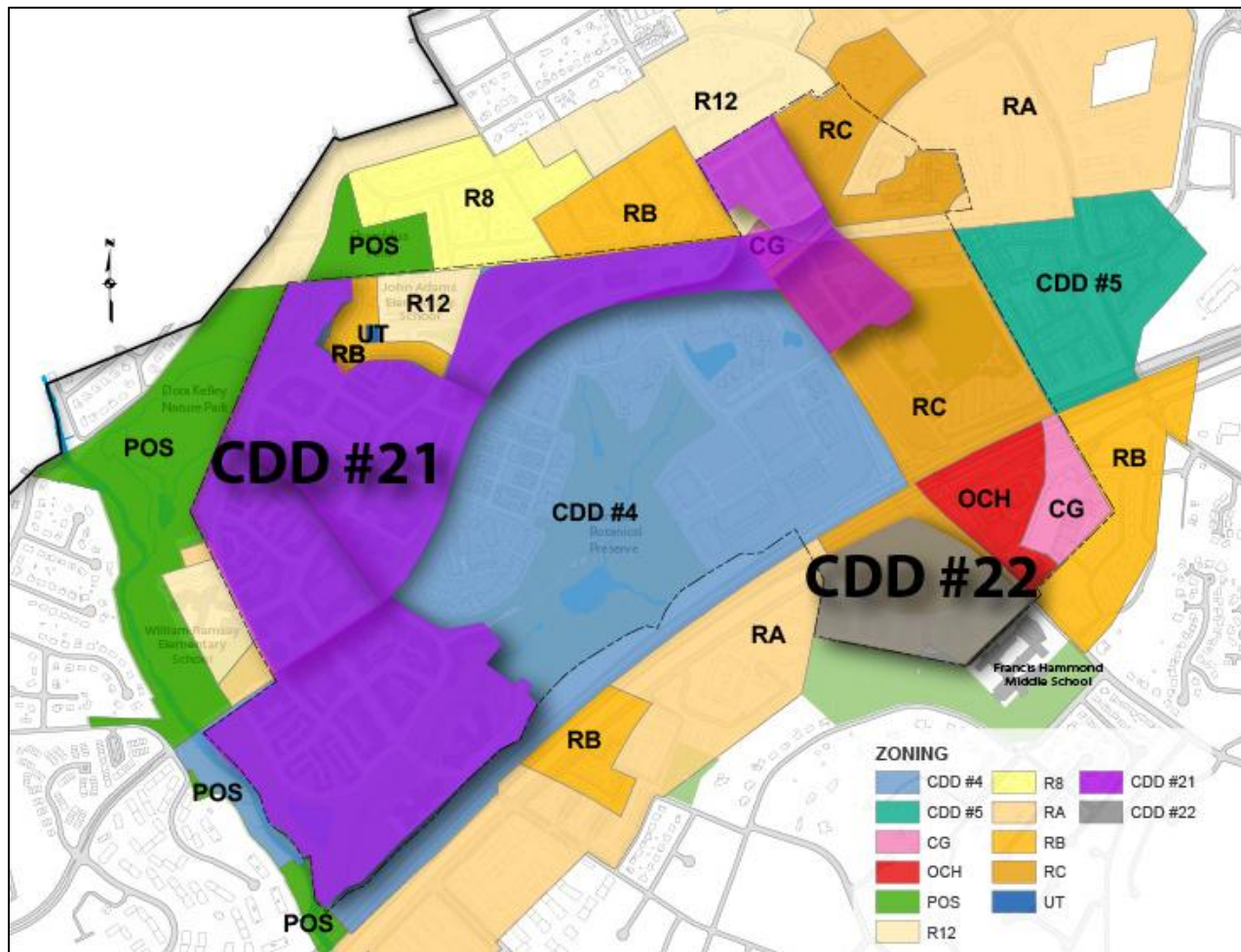


Figure 9: CDD Concept Plan

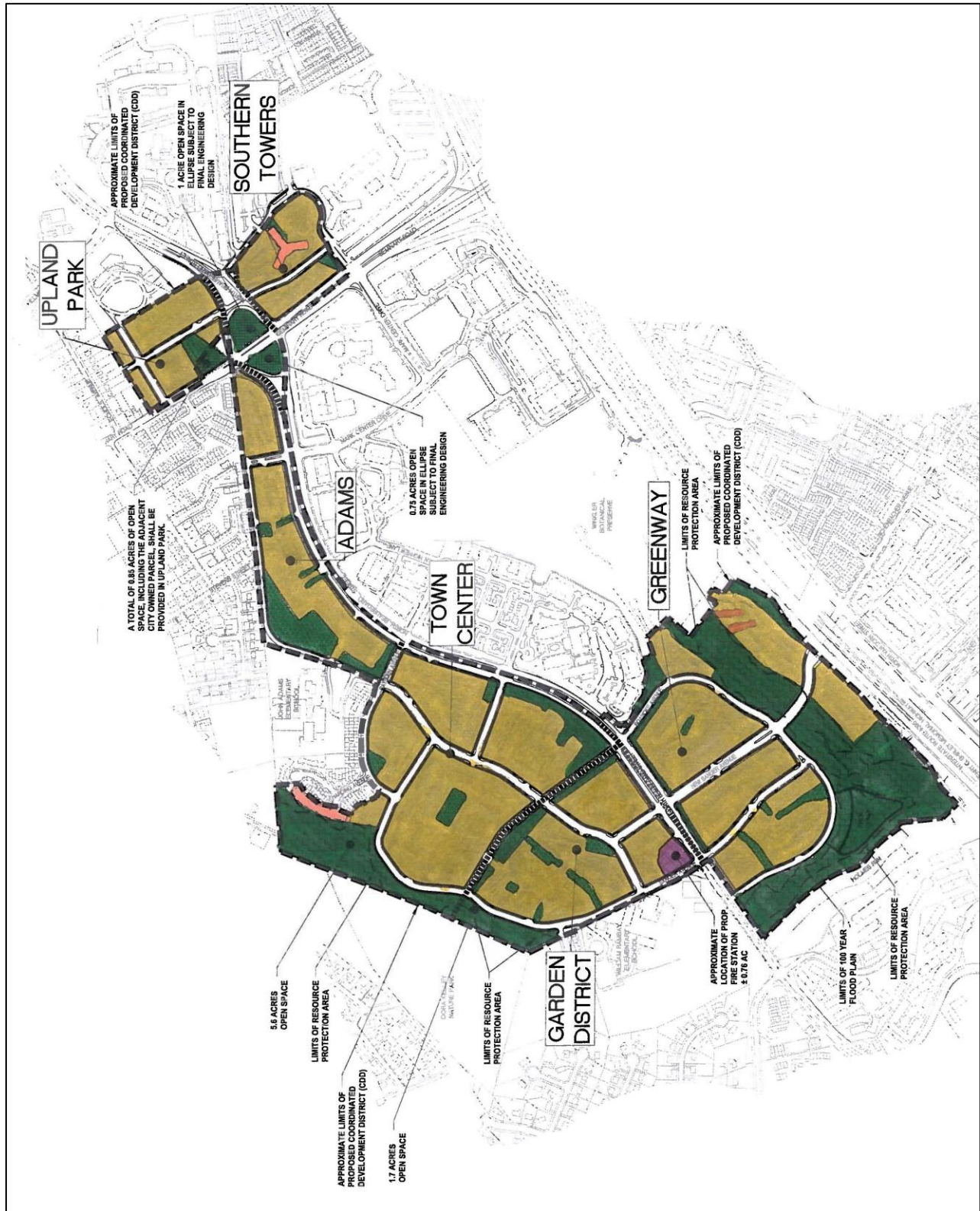


Figure 10: Transitway



Figure 11: The Ellipse

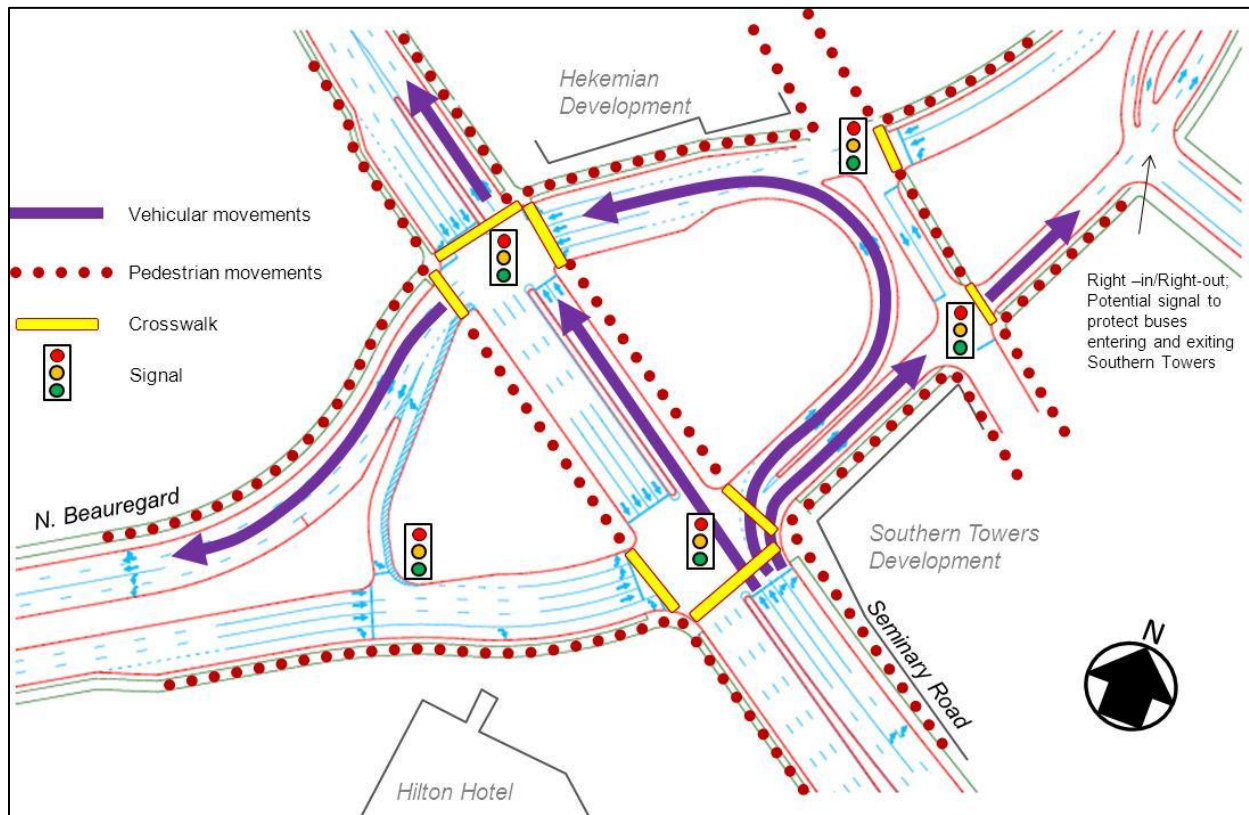


Figure 12: Adams Neighborhood – Parallel Road

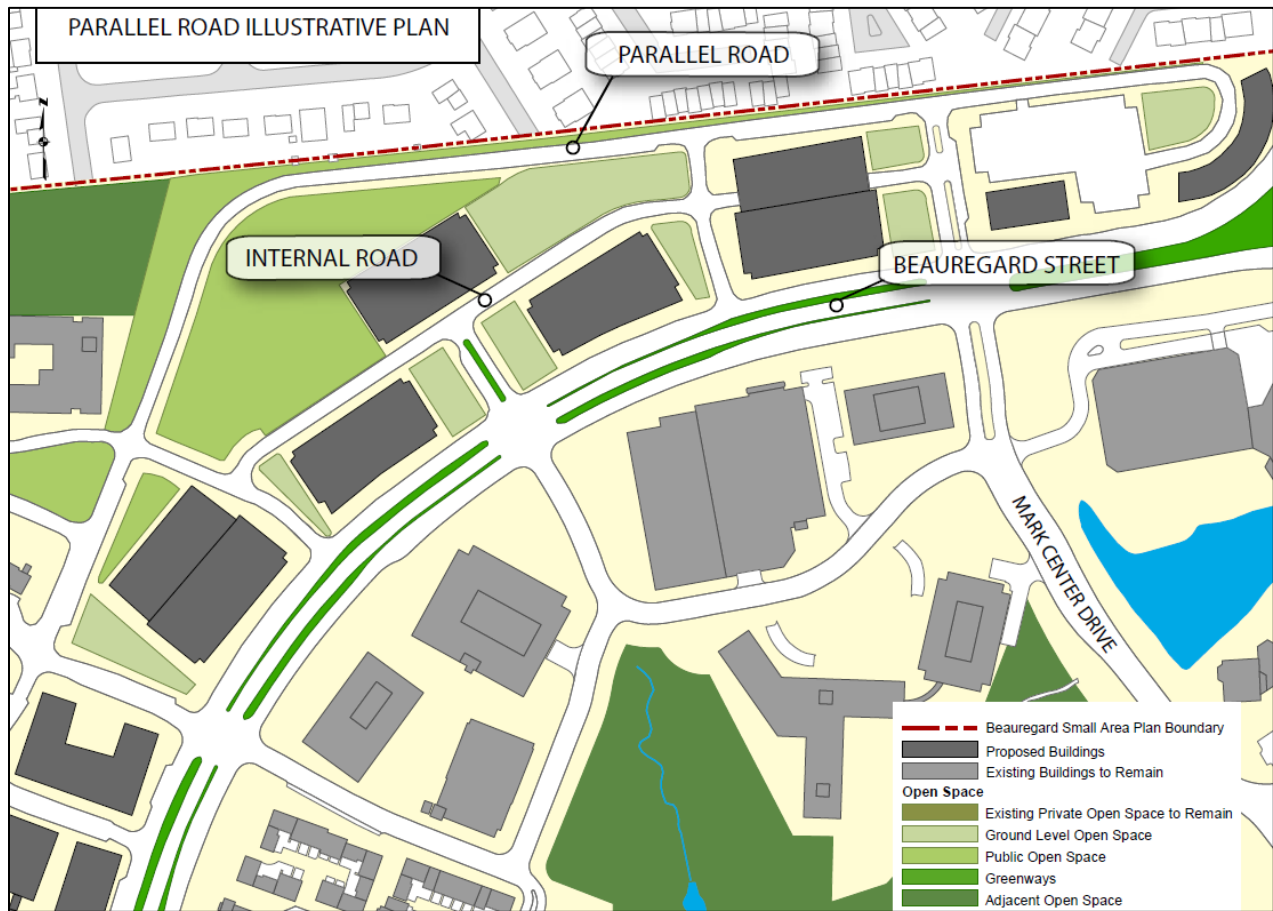


Figure 13: Concentration of Density Near Transit Stops

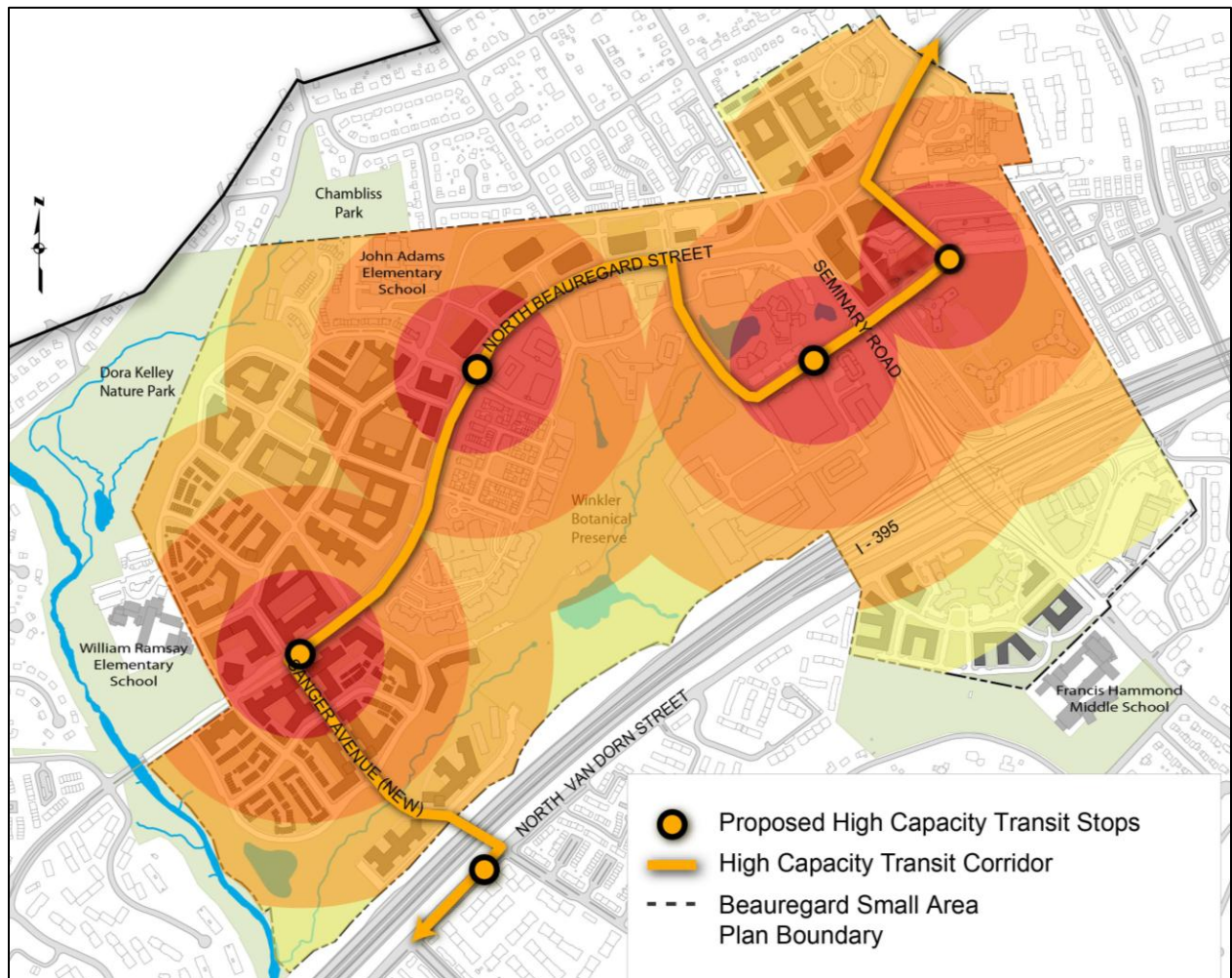


Figure 14: Proposed Land Use

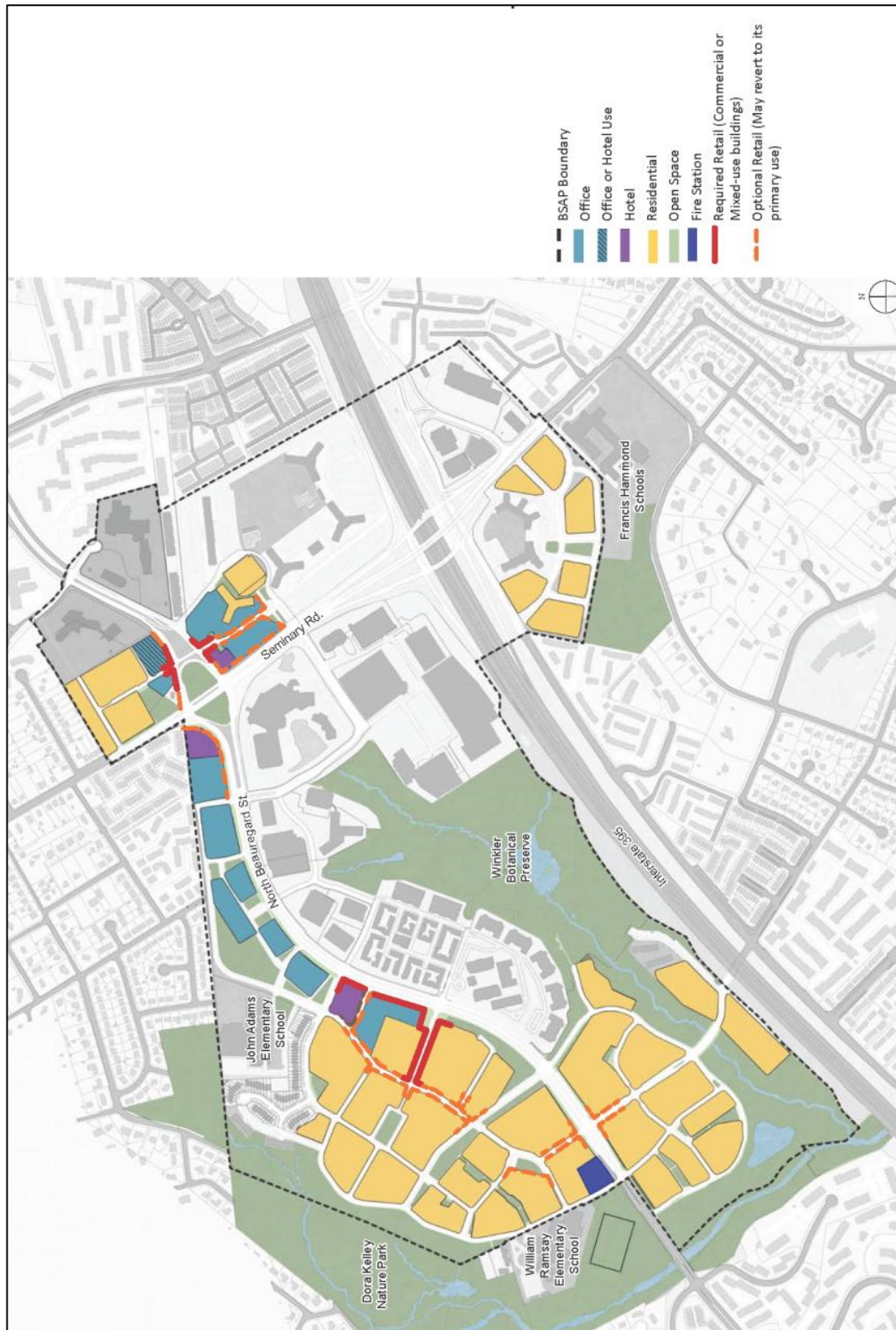


Figure 15: Building Heights



Figure 16: Fire Station Context

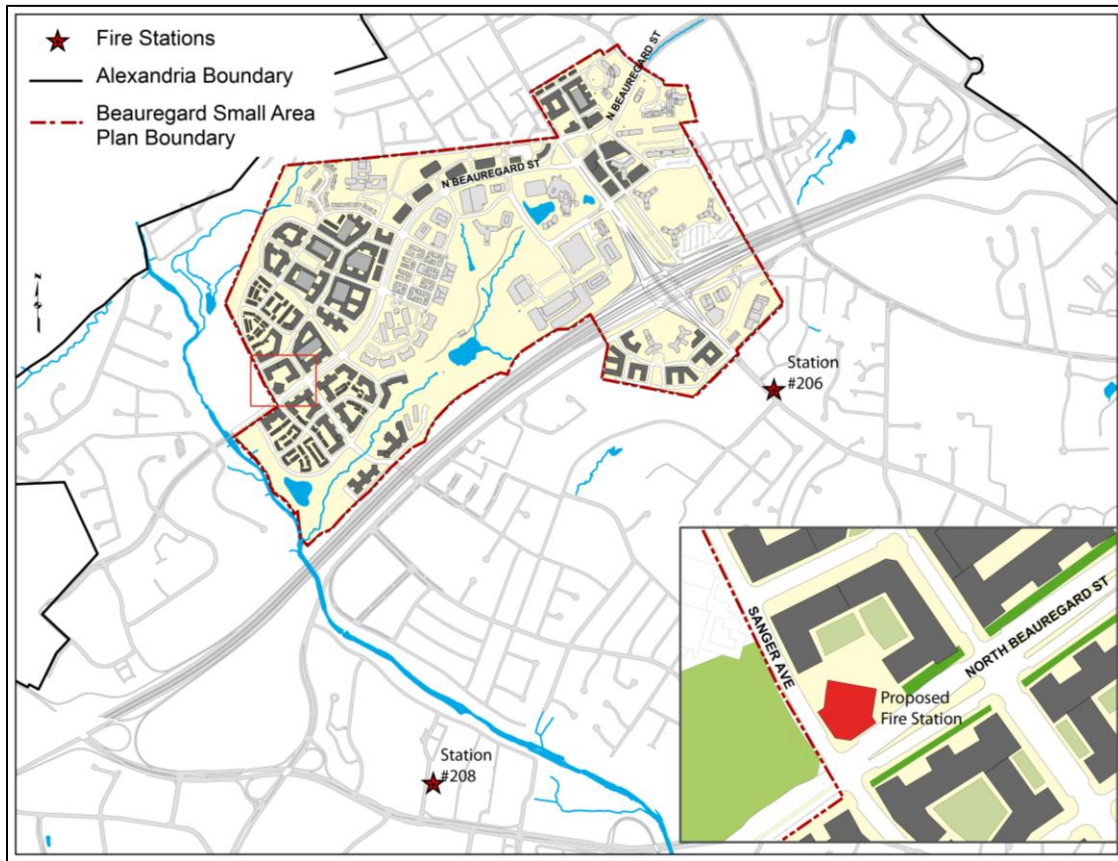


Figure 17: Fire Station Concept Drawing



VIII. STAFF RECOMMENDATIONS

Text Amendment #2012-00010

The following language is recommended by staff to Planning Commission to initiate a Text Amendment, establishing the Beauregard Design Advisory Committee (BDAC):

Section 5-612 (A) There is hereby established by ordinance a Beauregard Design Advisory Committee.

Section 5-612 (B) The Beauregard Design Advisory Committee shall consist nine members appointed by City Council as follows:

- (1) Four qualified professional members skilled in architecture, planning, landscape architecture and/or urban design;
- (2) Three citizen members;
- (3) One member representing the business community; and
- (4) One at-large member.

Section 5-612 (C) The purpose of the Beauregard Design Advisory Committee is to review preliminary development plan applications under this ordinance, within CDD No. 21 (Beauregard Corridor) and CDD No. 22 (Seminary Overlook), for compliance with the Beauregard Urban Design Standards and Guidelines. The committee will make recommendations on such applications to the Planning Commission and City Council through the Director.

Section 5-612 (D) The director shall send to the committee a copy of any application subject to its review, and the committee shall send its comments to the director in time to be sent to the Planning Commission together with the staff report on the application. Each applicant shall discuss their application with the committee prior to filing.

Section 5-612 (E) The committee and director shall establish a regular schedule which provides for meeting at least once per calendar quarter. Additional meetings may be called by the chair of the committee and the director.

Text Amendment #2012-00007 (CDD #21) and Text Amendment #2012-00008 (CDD #22)

The following table and language is recommended by staff to Planning Commission to initiate a Text Amendment to include CDD #21 and CDD #22 in Section 5-602 (A) of the Zoning Ordinance as depicted below:

CDD #	CDD Name	Without a CDD Special Use Permit	With a CDD Special Use Permit		
			Maximum FAR and/or Development Levels	Maximum Height	Uses
21	Beauregard	<p>The RA zone shall apply to the existing residential portion of the Garden District, Greenway and Town Center neighborhoods. The CG zone regulations shall apply to the existing shopping center in the Town Center neighborhood. In addition to the requirements herein, in the Greenway, Garden District and Town Center neighborhoods, the following shall apply:</p> <ul style="list-style-type: none"> - The FAR of the existing development shall not increase over the existing FAR. - No building shall be constructed within 50 feet of curb of North Beauregard Street <p>The OC zone regulations shall apply to the Adams Neighborhood.</p> <p>The R-12 zone regulations shall apply to the Upland Park Neighborhood</p> <p>The RC zone regulations shall apply for the Southern Towers Neighborhood.</p> <p>The neighborhoods as referenced herein, shall be the boundaries depicted in the CDD Concept Plan.</p>	Maximum development levels shall be as depicted in the Development Summary Table in the CDD Conditions.	Maximum heights shall be as depicted in the Beauregard Urban Design Standards and Guidelines, dated March 18, 2013.	Mixed-use development to include, office, residential, retail and personal service, hotel, parks and open spaces, public buildings and community facilities.
22	Seminary Overlook	<p>The RC regulations shall apply for the portion of the property west of the existing Kenmore Avenue as configured as of the date of City Council's initial approval of CDD #22, and the RA zone regulations shall apply for the portion of the property east of Kenmore Avenue.</p>	Maximum development levels shall be as depicted in the Development Summary Table in the CDD Conditions.	Maximum heights shall be as depicted in the Beauregard Urban Design Standards and Guidelines, dated March 18, 2013.	Residential, Multifamily Residential.

Note: The requirements within the Greenway, Garden District, Town Center, and Adams neighborhoods within CDD 21 shall supersede all requirements within CDD #4.